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ABSTRACT

The Wisconsin Council on Vocational Education's seven recommendations, based on testimony given at a statewide public hearing at Oshkosh State Correctional Institute, are the following: (1) creation of an independent, cabinet-level corrections department; (2) establishment of an annual vocational, technical, and adult education scholarship for instructional materials to be awarded to an inmate at each correctional facility; (3) provision of inmate education through state contracts with vocational-technical colleges; (4) development of a state policy and a strategic plan for corrections education; (5) immediate study of access to training, funds spent on training, and economic value of training available to women as compared to that available to men in Taycheedah State Correctional Institution; (6) conduct a follow-up study to find out what percentage of a sample of former inmates are employed in occupations related to their training or are enrolled in further education; and (7) conduct a feasibility study about using televised instruction in all correctional facilities. In addition to those recommendations, the document contains similar conclusions reached by the council, testimony from 27 individuals, a list of Wisconsin correctional facilities, a list of council members and staff, and a reprint of the federal legislation that authorizes state vocational councils. (CML)

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TABLE OF CONTENTS

	Page
Table of Contents	i
Acknowledgments	ii
Introduction	1
Conclusions	2
Commendations	3
Recommendations	4-6
Hearing Presenters	7
Testimony	8-65
Wisconsin Correctional Facilities	66
W/COVE Authorization, P.L. 98-524, Sec. 112	67-69
W/COVE Membership/Staff	70

ACKNOWLEDGMENTS

The Wisconsin Council On Vocational Education expresses appreciation for the educational and institutional staff cooperation in developing and implementing the public hearing held in the Oshkosh Correctional Institution, Oshkosh, Wisconsin.

In addition, appreciation is expressed to all of the participants, in particular to the presenters, for their candid testimonials.

INTRODUCTION

State Councils On Vocational Education are authorized and funded by act of Congress under P.L. 98-524, Sec. 112, of the Carl D. Perkins Vocational Education Act (reprinted on pages 67-69 of this report).

The Wisconsin Council On Vocational Education is required to report to the Wisconsin Board of Vocational, Technical and Adult Education on the extent "criminal offenders who are serving in a correctional institution" are provided "equal access to quality vocational education programs."

The Council, not only due to mandated responsibilities, but also due to a long time documented commitment to providing vocational education opportunities to the incarcerated, conducted a statewide public hearing November 16, 1988. The public hearing on Vocational Education in Wisconsin Correctional Institutions was held in the Oshkosh State Correctional Institution, a medium security prison for adult male offenders.

This report is based on the testimony presented at the hearing. Recommendations by the Council are intended to be constructive and to improve vocational education programming and accessibility for the incarcerated in the entire Wisconsin Correctional System.

CONCLUSIONS

1. The Division of Corrections and the Vocational, Technical and Adult Education System have cooperated in the development of an exceptional competency-based curriculum for quality vocational training of the incarcerated.

2. Outstanding cooperative efforts have been demonstrated by the Vocational, Technical and Adult Education System; the Department of Public Instruction; the University of Wisconsin-Stout; East-Central Wisconsin VTAE Consortium; and, the Wisconsin Division of Corrections, in developing an evaluation model for the competency-based vocational education project for the Wisconsin correctional system.

3. The Division of Corrections could better serve the State of Wisconsin as an independent, cabinet-level, Wisconsin Department of Corrections. (Currently, the Division of Corrections is housed under the Wisconsin Department of Health and Social Services).

4. Materials for vocational education programs appear to be very limited for inmate students. Educational materials should be available to the inmate following course and/or program completion, until the inmate is released from prison.

5. The State of Wisconsin does not have a clearly defined public policy, or strategic plan, for education within the Division of Corrections. The roles and responsibilities of the VTAE Board, the local VTAE colleges and the Division of Corrections in the education of Wisconsin's incarcerated must be clarified. In addition, a comprehensive, long range State Plan for Corrections should be considered including, but not limited to, Corrections priorities, i.e., security, safety, education and funding.

6. Testimonies expressed seemed to indicate some inequities in the delivery of vocational education services to the incarcerated population according to facility administration, facility geographic location, contracted services, educational courses and/or programs and gender, to name a few. It is evident, in particular, delivery of vocational education programs to the Taycheedah Correctional Institution, a prison facility for female inmates, does not equal vocational education offerings delivered to male inmates in other correctional institutions in the State.

7. A follow-up tracking system is not available on former inmates who received vocational education in Wisconsin correctional institutions, i.e., did they continue employment related to their vocational training and/or did they enroll in further education?

8. Televised instruction in the Wisconsin correctional institutions is not maximized. There would be many benefits from a Statewide electronic education system for inmates, i.e., the average literacy rate of inmates in Wisconsin's correctional facilities falls below the fifth grade level. Basic skills could be greatly enhanced by televised and interactive video instruction.

COMMENDATIONS

1. The Wisconsin Council On Vocational Education commends the Oshkosh State Correctional Institution, Fox Valley Technical College, Moraine Park Technical College, the Division of Corrections, the Wisconsin Board of Vocational, Technical and Adult Education, as well as other correctional facilities and VTAE colleges in the State who have been similarly involved, for exceptional efforts put forth to provide quality vocational/technical training for inmates in the Wisconsin Correctional System.

2. The Wisconsin Council On Vocational Education commends the cooperative efforts of the Center for Vocational, Technical and Adult Education, UW-Stout; the East-Central Wisconsin VTAE Consortium; Wisconsin Board of Vocational, Technical and Adult Education; Wisconsin Department of Public Instruction; and, the Wisconsin Division of Corrections for the development of the "Corrections Education Evaluation System Model."

RECOMMENDATIONS

1. **The Wisconsin Council On Vocational Education (W/COVE) recommends the creation of an independent, cabinet-level Department of Corrections along with a formal mechanism for coordination with other human services and educational agencies.**

Rationale

The inmate population in Wisconsin is growing at a rapid pace. The Oshkosh State Correctional Institution (OSCI), for instance, which opened in September, 1986, was built as a 300-bed institution. It was filled in less than one year, and has accepted another 100 extra inmates. A 100-bed addition is being added to OSCI. A 450-bed institution will be built near Racine, at Sturtevant, and three minimum security facilities are planned for Waupun, Kenosha and Racine. All told, Wisconsin will add 750 adult beds over the next two years. All correctional facilities are overcrowded, according to testimony.

The financial implications of the prison system are substantial. The annual DOC budget is approximately $186 million. The system detains over 6,000 inmates and supervises another 27,000 people on parole or probation.

The social implications of the Corrections system are obvious. The public depends on the Corrections system to protect society from criminals during incarceration, and also during their transition back into the community. According to testimony, 95% of all people sent to prison eventually get back into the community.

The Council supports Governor Thompson's contention that a Department of Corrections would be more visible and accountable (rather than the current Division of Corrections under the Department of Health and Social Services).

2. **W/COVE recommends the establishment of a VTAE scholarship for each of the State's 24 correctional facilities. Such a scholarship would be awarded annually to an inmate who displayed sincere interest and potential for success in his/her particular vocational-technical field.**

Rationale

According to testimony, inmates without financial aid are frequently unable to purchase books for educational courses. The Council believes financial support for educational materials may contribute to long-term success and continued interest in the students' vocational fields.

3. **W/COVE recommends vocational-technical education be provided to inmates through State contracts with Vocational-Technical Colleges which cover the costs of those services to the colleges.**

Rationale

The Council believes that along with other services provided to

prisoners such as health care, food, clothing, shelter, and the like, educational services are a responsibility of the State and should be paid for by the State. Local communities with correctional facilities should not bear the costs of education.

The Council believes, however, VTAE Colleges are the logical and, in fact, are the statutory delivery systems of vocational-technical education.

4. **W/COVE recommends the development of a State policy for Corrections education and a strategic plan for Corrections education. The policy and strategic plan should be developed with meaningful input from the Department of Health and Social Services (DHSS), the State Board of Vocational, Technical and Adult Education (VTAE), local VTAE districts providing services, the Department of Public Instruction (DPI), the University of Wisconsin Educational Communications Board (ECB), and other human service agencies involved in Corrections.**

Furthermore, data from studies recommended in this report by the Council for follow-up of inmates, vocational-technical training opportunities for female inmates, and televised instruction should be utilized in development of the policy and plan for Corrections.

Rationale

Few would argue that education of inmates is in the best interest of society and the incarcerated individuals. The average reading level of inmates is below 5th grade, an immediate challenge for education of any kind.

Additionally, the amount of vocational-technical education in correctional facilities has grown. The Council could not find any evidence of a plan for developing vocational-technical training in correctional facilities. According to testimony, the kinds and amounts of education available to inmates is highly dependent on the superintendent of a given facility and the funding available. Vocational-technical training of inmates is too important and too costly to move forward without a plan.

Further, the purpose of vocational-technical training in correctional facilities is not clear. Programs such as food service and horticulture would not likely provide a living wage for a head of a household upon re-entry into the community. It is not clear if vocational training in correctional facilities is primarily to help provide essential services or to keep inmates occupied, or to prepare the inmates for gainful employment after incarceration. The primary strategic purposes must be established and then long- and short-range plans developed.

5. **W/COVE recommends an immediate study of vocational-technical training opportunities available to women in the Taycheedah State Correctional Institution to determine the extent to which they have equal access to vocational-technical training. The study should determine the amount per inmate, by gender, spent on vocational-technical education. It should also determine the amount**

of access female inmates have to training programs leading to employment providing a living wage. Finally, it should include recommendations for vocational-technical training of female inmates.

Rationale

Testimony indicated it is not cost effective for the State Division of Corrections, or the educational providers, to supply equal vocational-technical programming opportunities for relatively few female inmates compared to male inmates.

6. **W/COVE recommends a follow-up study of a sample of inmates who have received vocational-technical training and re-entered communities to determine what percentage are employed in occupations related to their training or enrolled in further education. Such a study could be conducted with input from parole officers.**

Rationale

Currently it is not known what effect vocational-technical training has on subsequent employment of former inmates or their enrollment in further education. The Council agrees with testimony that, given the amount of time, money, and effort expended, the results should be known.

7. **W/COVE recommends a study of the feasibility of using televised instruction in all correctional facilities in the State. The study should determine the financial and human resource requirements for developing a statewide electronic education system for inmates which includes courses from VTAE, DPI, and the University of Wisconsin.**

Rationale

Given that it is difficult to get inmates to educational facilities and given the fact that it is costly to send instructors into correctional facilities, electronic education would appear to be a natural delivery system for prisons.

No amount of electronic education can take the place of a caring instructor, especially for inmates, many of whom have had negative experiences in school and need a great deal of encouragement and support. However, having subject matter specialists teaching via television supported by an on-site generalist is a model that deserves scrutiny.

The need for basic skills education was emphasized in the testimony. Basic skills can be taught effectively with television and audio-visual support, particularly with computers. Again, such combinations do not eliminate the need for an on-site individual but could allow for more flexibility in staffing.

Staff at OSCI emphasized the mobility of inmates and the short length of time inmates are incarcerated -- two years on the average. An electronic curriculum would provide educational continuity for inmates as they move from one facility to another. Furthermore, it could open up many more options for inmate coursework.

HEARING PRESENTERS

Don Gudmanson 8-10

Gary McCaughtry 10-11

Steve Kronzer 11-12, 44-45

Catherine Zimmerman 12-15

John Shanahan 15-17

Glenn Davison 17-19

William Crane 19-20

Richard Eiden 20-21

Dennis Nitschke 21-26

Howard Steinhilber 26

Betty Brunelle 26-29

James Urness 29-31

Richard Dignan 31-35

George Smick 35-40

David Steinert 40-42

Donna Wolff 42-43

Ray Gielow 46-50, 64-65

Francis Feltman 50-52

Loras Kotinek 52-53

Fred Jackson 53-54

Jody Olson 54

Larry Martin 55-57

Loyd Deal 57

Don Sickler 58-60

Edward Kay 60-61

Timothy Ingram 62-63

David Walker 63-64

TESTIMONY

PUBLIC HEARING ON CORRECTIONS

Oshkosh Correctional Institution

November 16, 1988

George Atkinson, Chairman
Wisconsin Council On Vocational Education
Beloit, Wisconsin

The Hearing on Corrections in Wisconsin, sponsored by the Wisconsin Council On Vocational Education (W/COVE) at the Oshkosh Correctional Institution (OSCI), was called to order 8:30 A.M.

Tina Meier, Secretary
W/COVE
Madison, Wisconsin

Open-meeting statement: "The November 16, 1988, meeting of the Wisconsin Council On Vocational Education, and all other meetings of the Council, are open to the public in compliance with State Statute. Notice of the meeting has been sent to the press in an attempt to make the general citizenry of Wisconsin aware of the time, place and agenda of the meeting."

Don Gudmanson, Superintendent
OSCI
Oshkosh, Wisconsin

Greetings. On behalf of the inmates and staff, we welcome the Council, visitors and friends.

We are very proud of this institution. We are happy people from the community, citizens, boards, and many others, come to see what the State of Wisconsin has provided.

OSCI is a medium security, adult male, facility. (A portfolio of OSCI information was distributed for more comprehensive information than may be covered by limited verbal testimony). Throughout the day, you will have an opportunity to talk with staff members and take a tour of the facility.

The dedication of OSCI took place in August, 1986. It was built as a 300-bed institution. There is a population problem in the State of Wisconsin for Corrections. Corrections is a growth business. OSCI received inmates in September, 1986, and was filled in less than one

year of operation. Because of population problems, OSCI took an extra 100 inmates resulting in a population of 400 inmates at the present time; 200 inmates are double-bunked in a room built for one inmate.

OSCI has about 185 staff members. The annual budget is approximately 6.5 million dollars with about 4.5 million dollars for staff salaries.

Due to the prison population problems, the Governor and legislature recognized the need for more beds. As a result, OSCI is in the process of completing a 100-bed addition (graphically portrayed in the handout portfolio). In addition, another 450-bed institution will be built near Racine at Sturtevant. Also, a new minimum security bunkhouse is going to be developed at Waupun.

By statutes, prisons are mandated to do three things: 1) Protect society, which means a very secure perimeter, or system, so inmates cannot escape. Inmates do escape from some of the most secure prisons but OSCI has not had an escape, or an attempted escape. Security and protection of the public is the number one mandate for OSCI; 2) Operate a safe institution for inmates, staff and visitors and protect the State property; 3) Operate a humane institution. Many administrative rules and laws guide the operation of OSCI.

In this institution, it was philosophically and programmatically planned to complete the mandates through a process of interaction with many others.

A medium security institution has a very secure perimeter. Internally, inmates are not locked down in cell-like structures, as in maximum security facilities such as the Waupun Correctional Institution or Green Bay Correctional Institution. Inmates in medium security institutions in the State of Wisconsin have, for the most part, keys to their own rooms. Internally, supervision is by staff interaction, not by steel bars, cement, gates, marching, etc.

When OSCI was developed, it was an operation completing the mandates of statutes. It is based on inmate and staff interaction and working with staff, inmates and community. When the Council tours OSCI today, notice the staff offices, which would normally be in separate parts of the institution, are located in the living centers. The support staff, program staff, and officer staff are located in the living center.

The OSCI Operational Guidelines, explained in the handout, are very functional. Meeting many challenges in such a short time was not necessarily due to the physical plan, although it did help, it was due to fine staff.

My background is in education. (Graduated from University of Wisconsin (UW) Eau Claire, as a teacher and coach; taught in Western Wisconsin; finished a Master's Degree at UW-Stout (Menomonie) in Vocational Education and Guidance; began at Fox Lake Correctional Institution as a teacher and guidance counselor in 1964; moved to Kettle Moraine Boys' School, in 1970, as the principal; helped develop the youthful offender institution at Oxford; went back to

Kettle Moraine Boys' School after the Youthful Offender's Bill was vetoed in 1972 and the prison was sold to the Federal Government; remained at the Kettle Moraine institution through the process of changing to an adult facility from a boys' school in 1974; became Assistant Superintendent of Treatment at Kettle Moraine Correctional Institution in 1978; spent a year in Madison helping develop the Bureau of Juvenile Services; returned to Kettle Moraine Correctional Institution as Acting Superintendent for about two years; and, to OSCI in January, 1985). In addition to my education involvements, my family, including eight children, have taken advantage of the Vocational, Technical, and Adult Education (VTAE) system and the UW system.

Inmates in prison do not get into trouble when working, in school, or doing something meaningful. It is very important that prisons develop an institution, an operation, and a program that is as close to the responsibilities of society as possible.

All inmates in OSCI, a medium security facility, expect to eventually be in the community. In fact, 95% of all people who are sent to prison eventually get back into the community. It is our belief that protecting society is not only locking somebody up. They will be going back into the community. We must work with these people so that when they get out of prison, they have some saleable skills and are better equipped to succeed in society. The educational program at OSCI was planned and developed to do just that. Through planning with community involvement, an excellent working relationship was developed with the educational facilities in the area, especially the Fox Valley Technical College. We are not only using Fox Valley Technical College services but all of the educational facilities and agencies in the area are using OSCI.

OSCI has an intern program developed through the UW-Oshkosh. Classes involve people in the criminal justice field, and other fields, to learn practical applications for mutual benefit.

The Governor has said this is a good example of a partnership, unusual in government. A partnership of the Oshkosh Township, the City of Oshkosh, Winnebago County, the State and all agencies in the community. It serves as a model.

I am very proud of OSCI staff. All Correction facilities in the State of Wisconsin need vocational and academic education to help educate inmates to become better equipped for returning to society.

Gary McCaughtry, Deputy Superintendent
OSCI
Oshkosh, Wisconsin

Over the two years OSCI has been in operation, I have welcomed a variety of groups. This will probably be my last welcome to OSCI as I am moving to Waupun as Superintendent at Waupun Correctional Institution. I hope at some point I can welcome the Council to Waupun Correctional Institution.

Inmates must be productively involved in change and self improvement, whether at OSCI, the newest facility, or at Waupun Correctional Institution, the oldest facility.

Thank you for coming to OSCI. If there is anything the staff can do to meet the Council's needs, be sure to talk to the staff. I hope your hearing is very productive.

Steve Kronzer, Director
Program Services
Division of Corrections
Madison, Wisconsin

On behalf of Stephen Bablitch, Administrator, Division of Corrections, welcome to the Oshkosh Correctional Institution.

In addition to recognizing OSCI as a model facility, it is dedicated to improving the skills of inmates in the Correctional System. Over half of the inmates in the system are functioning, in terms of literacy, well below fifth grade level. Almost all inmates in the system have absolutely no job skills.

The Division of Corrections is expected, in a relatively short period of time (short meaning the average inmate is in the system less than two years), to provide education and training opportunities to help ensure that an individual leaving the system will not return. That means vocational training programs in Correctional institutions are critical. The current administration, the Division of Corrections, the Department of Health and Social Services and the Governor, are committed to providing the best vocational training and education Wisconsin can provide.

The Division of Corrections has been facing many problems in its prisons. The Correctional system currently has 1000 inmates over capacity. There are approximately 5800 inmates in the system. All institutions, including OSCI, are over capacity. The Division of Corrections, like other state agencies, has faced budget cuts. Despite the over capacity problems, the Division of Corrections has stretched facilities and programs. I am proud to say the Division of Corrections has maintained a commitment to providing good programs in educational training.

When OSCI opened, and the Columbia Correctional Institution opened, 300 educational program slots were added to the system, representing a 25% increase in educational programs in the institutions. Today, 1500 inmates are in full-time school programs and 500 inmates are in part-time school programs in the institutions. In several months, additional vocational programs will be added at Columbia Correctional Institution and Taycheedah Correctional Institution. When the new facility near Racine opens, over 200 more program slots in vocational education training will be added. This has been accomplished despite the fact Division of Corrections, as well as the State, has faced great restraints in budgeting. Over a four year period, it represents an additional 500-plus educational program slots to the system. A significant amount.

In the past, Corrections has tried to tie programs closer to the State VTAE system. At OSCI and the Columbia Correctional Institution, all of the vocational education programs are provided through contracts with the VTAE system which is also intended for programming at the new Racine institution. The relationship benefited both parties and certainly benefited the inmates in the system. It is the system's intent to continue the relationships and expand them further. The Division of Corrections relationship with the VTAE system, Department of Public Instruction (DPI), UW, and other public education systems, has been excellent and will continue.

The Division of Corrections has made much progress in the area of education. The first school in the prison system started 120 years ago when the State Prison, the Division of Corrections at the time, hired an individual to be the first principal of the first school. The first instructors in the first school in the State Prison in this country were inmates. The tradition of Wisconsin providing education to inmates started from the beginning of Corrections. The first people hired at the Waupun Correctional Institution to provide any kind of program at all, work projects, were called "instructors." They were not called guards or work supervisors, they were called instructors. Ingrained in the system at the time, and throughout the history of Corrections, has been the philosophy that Corrections has the responsibility to provide opportunities to inmates to improve their vocational education and skills so that once they leave prison, they do not come back.

I get to talk to many people in other states about their correction systems. We can be proud, as Wisconsin citizens, despite overcrowding and despite problems with a limited budget, Wisconsin has maintained a progressive Corrections system, unequaled anywhere in the country.

OSCI is a model. When designing and planning OSCI in the 1980's, the Division of Corrections was committed to designing the finest medium security facility in the country. It was accomplished not only because of the physical structure but, more importantly, because of the fine staff in the institution; relationships with the community; and, the very important relationships with the public education systems in the area.

Again, I welcome you to OSCI and I am very pleased you chose to meet here and that you chose to spend the day looking at education in Corrections. It is important to OSCI; to OSCI inmates; and, most important, to the citizens of Wisconsin.

Catherine Zimmerman
Oshkosh Campus Administrator
Fox Valley Technical College
Oshkosh, Wisconsin

On behalf of Dr. Stanley J. Spanbauer, District Director, Fox Valley Technical College, thank you for the opportunity to participate. I am the Administrator of the Fox Valley Technical College--Oshkosh campus and am responsible for education coordination between Fox Valley Technical College and OSCI.

Fox Valley Technical College was approached by Division of Corrections officials to provide vocational education programs to OSCI inmates and the Fox Valley Technical College did not hesitate to get involved. There were advantages to VTAE involvement for both the prison inmates and the State of Wisconsin. Fox Valley Technical College has had a positive experience with federal corrections, having worked with the Oxford Federal Prison, in providing Food Services training.

Fox Valley Technical College has five programs underway at OSCI. The first year of two Associate Degree programs, Micro-computer Systems Analyst and Marketing; one year Food Services; one year Weatherization; and, one year Horticulture. A sixth program is in the planning stage but, due to lack of funds, has not been defined or implemented.

Major advantages for the VTAE system to provide training for inmates include:

1. Vocational and technical education is the business of Fox Valley Technical College and the VTAE system in Wisconsin is second to none.

2. Inmate advantages:

   VTAE approved programs from North Central accredited schools and student transcripts will have the credibility of the VTAE system.

   Programs are up to current business and industry standards and Fox Valley Technical College can keep curriculums up-to-date with strong links to business and industry for technology and information "behind the walls" in OSCI training programs.

   When released, inmates may continue a course of study in any of the 16 VTAE districts. If inmates return to a technical college for further training at some later date, they will have a strong basis upon which to build.

   Education is the only priority of Fox Valley Technical College. The college resources do not have to be compromised by other issues and priorities with which the Division of Corrections must contend as the sole provider.

The partnerships between VTAE and the Division of Corrections is not without challenges:

1. The first and most important challenge, is funding. There is a movement of the obligation of dollars from the Division of Corrections to the VTAE districts and more conventional resources. Sources are not increasing -- in fact, many districts are reaching 1.5 mill budget limitations.

   A Division of Corrections premise in the purchase of services from VTAE was that local tax money was not, and should not, be used to support vocational/technical education programs in the

prisons. A major burden is falling to local taxpayers in those districts which must pay out-of-district tuition for their residents incarcerated in correctional institutions outside of their district.

There is a need to correct the inequity and provide State level funding and more support of educational programs. The dollars should come directly to the district providing the educational services and not through the correctional institutions, so that stability of programming can be maintained. Additionally, those dollars should not be diverted from current State aids or other such money, but provide new dollars for support of correctional programs.

Funds targeted for Corrections by the Vocational Education Act are also very limited and currently not available to all districts. Additional dollars need to be available from that source for the targeted Corrections population.

Having up-to-date, marketable job skills has a great impact on inmate chances for success once released. The State's investment in corrections education is as important as money spent on other facets of inmate upkeep and rehabilitation.

2. Another challenge is the logistics of implementing and running the educational programs by two different systems. Each system has policies and procedures for planning, budgeting, purchasing, personnel, unions, and institutional calendars, not to mention the chains of command and other accountability structures.

   There are no easy answers for this situation except that whenever possible both our systems, at all levels, must streamline the policies and procedures which impact on our ability to deliver quality vocational/technical education to inmates in an effective manner.

3. Finally, there is a need to establish an evaluation process for educational programs in the prisons. One important evaluation criteria is job placement. For a variety of reasons, this information will be difficult to obtain. Fox Valley Technical College urges immediate planning to address this issue. Far too much money is being spent to not know the ultimate outcome of efforts.

Fox Valley Technical College commends OSCI Superintendent, Don Gudmanson, and Educational Director, Ray Gielow, and staffs. The people-oriented approach to rehabilitation of prisoners is key to making the partnership between OSCI and Fox Valley Technical College a success!

Thank you for the opportunity to address the W/COVE this morning.

Q. How many students are enrolled in full-time and/or part-time programs?

A. Approximately 130 full-time students and 30 part-time students.

Q. What are the total expenditures of Fox Valley Technical College in providing vocational/technical programs to OSCI?

A. Fox Valley Technical College currently provides four programs. The fifth program has not been approved by the Wisconsin Board of Vocational, Technical and Adult Education. No costs will be incurred until approval.

Q. Why was the sixth program not implemented at OSCI and would Fox Valley Technical College look favorably upon another purchase of service contract and, does Fox Valley Technical College have a number of programs to offer?

A. Fox Valley Technical College stands ready to deliver whatever vocational/technical training programs are deemed appropriate for OSCI inmates. It was not the Fox Valley Technical College budget limitations but dollars from OSCI's educational budget that were cut (dollars were reallocated to other correctional institutions for programs). Until OSCI has funds to equip the classroom/laboratory and to purchase services for program delivery, the program cannot be implemented.

Educational resources within the Division of Corrections are often compromised by other priorities. Additional money should be available in support of vocational education in the prisons; it should go directly to the VTAE district and targeted specifically for Corrections education.

Jack Shanahan, District Director
Moraine Park Technical College
Fond du Lac, Wisconsin

I am glad you are looking at Corrections. Let me explain a little about Moraine Park Technical College's relationship with Corrections and talk to you about one problem in particular.

Moraine Park Technical College has been involved with Corrections since the mid-1970's. We started out with Corrections at a time when the federal Vocational Education Act was being re-written. Monies were available. Moraine Park Technical College started with Corrections education because there are more prisons within the Moraine Park Vocational District than any other vocational district in the State of Wisconsin -- Dodge Correctional Institution, Fox Lake Correctional Institution, Taycheedah Correctional Institution and Waupun Correctional Institution.

With the interest in Corrections to provide inmate education and the new federal Vocational Education Act, Moraine Park Technical College, under the direction of the District Director, Robert Sorensen, became involved.

We have an issue in Wisconsin which needs W/COVE's attention. The issue is, who is responsible for the incarcerated and the education

they receive within the State of Wisconsin? Is it the State? Or, is it the local property taxpayer?

It is an era of transition. When Moraine Park Technical College started with Corrections education, it was felt a level of quality ought to be provided and who better to ensure that level of quality than a public vocational education system? At that point, from the mid-70's through the early 80's, we provided quality assurance. Yes, there was federal money for the acquisition of equipment. Yes, we hired people who helped. Yes, we helped to set up Moraine Park Technical College programs and establish curriculum for the prison inmates. Moraine Park Technical College did not hire teachers. The people providing instruction within the prisons were employees of the Division of Corrections.

With the advent of the prison institutions; with the changes that have occurred in State funding; with the tightening of State funding and local district funding; what has happened essentially with this institution and with Columbia Correctional Institution and Taycheedah Correctional Institution, and with other institutions, is that we have been asked to provide Corrections education in a different manner. A manner in which the technical colleges will hire the teachers. The teachers will be employed by a technical college but they will be in a State prison and the instruction will be provided within the State prison. That is different. The contracting is different. Where does the money come from? Does it come from the State or does it come from local property taxpayers?

At the present time, we rely on some federal vocational education funding. We rely on local property taxes in the form of inter-district tuition as a source of revenue. The remainder comes from the State of Wisconsin through the Division of Corrections under contract. Currently, we are using several hundred thousand dollars of local property taxes in the form of inter-district tuition to provide for inmate education. The problem we all have is <u>money</u>. Where is the money going to come from?

The problem local districts are having in the crunch for money is where are the priorities and what are the services the vocational system is going to have to provide? Moraine Park Technical College cannot now provide for the educational needs of the District's citizens, much less determine if Corrections is a priority. Will Moraine Park Technical College continue to provide teachers within Correctional institutions rather than meeting the needs of an expanding business, or meeting the needs of literacy programs, for businesses to succeed?

Every year in Moraine Park Technical College, perhaps because Moraine Park Technical College has had programs for the incarcerated, we are asked by the local property taxpayer: "Are you using any local property tax dollars to support programs in the prisons?" I want to tell you very clearly, the taxpayer does not think we ought to. I tell them, we are not. But, we are using the local property tax dollars from Milwaukee and Janesville and Racine and Kenosha! Those districts are paying Moraine Park Technical College to provide for

inmate education. The problem is dollars! Who is responsible for the incarcerated in the State of Wisconsin? Who is going to provide the education programs?

I appreciate the W/COVE's interest in these issues.

Q. Do you have a general breakdown of the federal dollars, the inter-district tuition fees, the State aids?

A. Glenn Davison is here from the State Board and may share that information with you. The State Board staff and the District Directors Association have undertaken a study, not yet completed as to the breakdown of the dollars. Approximately 200 thousand dollars of inter-district tuition funds the districts to help offset the cost of inmate programs.

Glenn Davison, Assistant State Director
Wisconsin Board of Vocational, Technical
and Adult Education
Madison, Wisconsin

I appreciate the opportunity to appear before the W/COVE and discuss the education of inmates in correctional institutions.

Clearly the VTAE system and its individual technical colleges have been involved with correctional institutions and have had a commitment to providing educational opportunities. That has been done in cooperation with the Division of Corrections and programs they have initiated. It has been done more recently in terms of contracted programming essentially provided by a local technical college.

It has been important to be able to ensure, in working with the Division of Corrections, that the quality of the programs has, in fact, been something meeting marketplace needs. Now we have moved into changing times. A discussion about these changing times is not a discussion that has not been noticed. The VTAE and Corrections have been talking for some period of time about what ought to be the present and future relationship in terms of funding of educational programs within Correctional facilities. It is not an issue that has not been addressed and it will continue to be addressed.

The VTAE system has a commitment to these programming efforts. It is part of the role in the State of Wisconsin to provide opportunities to all citizens, including the incarcerated, to have good technical education programs.

As we look to the future, we do have to determine how the funding of Corrections programs ought to be best done. The issue is being raised because technical colleges have a 1.5 mill limit on operational costs. The majority of the technical colleges now are at the 1.5 mill rate. It is anticipated in the next two years all districts, or possibly all but one, will be at the 1.5 mill limit which means they are not able to access more dollars for operations from the local property tax.

Then the question of priorities within the individual districts comes in to play. What ought those priorities be? Some districts have a greater burden in terms of correctional facilities being located within district boundaries. All districts, however, share in this through the inter-district tuition issue.

The State Board, in development of its Executive Budget for the Governor for the 1989-91 biennium, proposed some statutory changes which the Board believes would at least bring the issue to the table for policy discussion at the legislative level to provide an appropriate response. **The State Board is asking for two changes. One is a technical change and the other is a policy change.**

The VTAE proposal to the Governor and the Executive Branch is found in Sec. 3804(12) of the statutes which reads: "The Board (meaning the State Board) may establish vocational education programs for inmates within the State Correctional System, and contract with the Department of Health and Social Services for reimbursement of the portion of the District program costs which exceeds the amounts received as state and federal aid." That is the current statute. The VTAE is proposing the statute be modified to say the Board and the District Boards. District Boards currently contract with Correctional facilities. The statute, technically, does not allow that. VTAE is asking for the inclusion of District Boards to ensure that it is legally appropriate. The State Board is saying for reimbursement of District program costs **as defined by the State Board.** In other words, what those costs ought to be that are reimbursed to the Division of Corrections which exceed amounts received in federal aid.

The VTAE is asking for the elimination of that portion of the statute that says "State." Presently, contracts with the Division of Corrections require the local district, before it bills the Division of Corrections for the cost of a program, to deduct any State aid received on those costs and any inter-district tuition received from the district-of-residence of the inmate. The whole issue of inter-district tuition is, itself, a current issue. **Presently for inmates in correctional institutions, inter-district tuition is about 190 thousand dollars and state aid is about 50 thousand dollars.**

The VTAE believes inter-district tuition will be taken off and State aids ought to be taken off. The only aid the local district will include as a deduction on its contract with the Division of Corrections ought to be federal money. The cost, then, of Corrections education would be appropriately paid for by the Corrections System, by the State of Wisconsin, thus allowing the local property tax to be focused strictly on programs and services provided to citizens within that particular district, not in correctional facilities, at a time when local property taxes are limited in terms of ability of a district to access them.

The present statute is rather ambiguous as to whether or not inter-district tuition ought to be paid or not. It has been paid, or credited, against the cost. It is ambiguous and statutory change will make that clear and, of course, would focus funding on the State and not on the local property tax for that portion presently covered by

inter-district tuition.

State Statutes Sec. 38.24(1)(d), 1975, states "fees for vocational programs offered to inmates by the Division of Corrections in cooperation with the District Board should be not more than 9.5% of the actual operational cost of the program." We made the change and then there was another piece of statute that talked about 9.5% for all students to be recovered this way. Later on, the 9.5% was changed by the legislature to 12% of the operational cost. But, State Statute, Sec. 38.24(1)(d), dealing with Corrections, was never changed to 12%. The VTAE believes the technical correction ought to be made.

The purpose in seeking statutory changes in the current budget is not in any way to diminish, or to change, the focus to provide the appropriate vocational and technical education to Corrections inmates. Rather, it is to reflect the changing times and to reflect back on what the public policy ought to be in Wisconsin as it relates to paying the cost of this educational program. The State Board is suggesting it ought to be at the State level, not at the local district level, for those portions currently being provided by local districts.

Circuit Judge William Crane, Chairman
Community Advisory Committee, OSCI
Oshkosh, Wisconsin

As a Circuit Judge in Winnebago County, my job does entail sending people to OSCI quite regularly. I am always amazed in reviewing pre-sentence reports to invariably find no job skills, no employment, no education or a dropout. These are some of the reasons, or problems, for the incarcerated at OSCI. From my point of view, I understand, recognize, and recommend vocational education training to prison inmates.

I understand the mission of the Council includes assuring vocational education access to all individuals, including adults who are incarcerated. I am happy to participate in this hearing on Corrections.

I will tell you about the Oshkosh Correctional Institution's Citizen Advisory Committee. We like to think it helped with the development of OSCI. Before Don Gudmanson (OSCI Superintendent) and Gary McCaughtry (OSCI Deputy Superintendent) came to OSCI, there were plans and planners working for the development of OSCI. It was known generally what was to be done, but there were a number of problems which were foreseen and it was believed a Citizen's Advisory Committee could be a liaison between the State, the officials, the construction project and the communities involved. It came about mainly because of the interest of people from the University, Chamber of Commerce, City Council, County Officers and Town Officials concerned about the effect of the prison in this particular location.

The prison buildings are located in the City of Oshkosh. However, they were in the Town. There was a conflict, perhaps, between the Town and the City, which could be accommodated if we had a sounding

board, a meeting place or forum, to address the problems.

Early in 1985, the Committee started to function. We met for a time on a monthly basis. The Committee met with the architects selected, reviewed the plans, had suggestions and resolved problems. Representatives on the Committee changed from time-to-time. We had representatives from the Town, the Town Chairman and Secretary, City Manager, the University, and from Fox Valley Technical College. They met with the Committee and engaged in the early planning for education and training to be conducted in OSCI.

The Committee met in the Town Hall and later in the Circuit Courtroom and in the construction shanty that used to be in the far corner of the OSCI property. Members had an opportunity to participate in ground breaking ceremonies and then to work with the Superintendent and others as they came aboard. It worked out very satisfactorily as problems arose such as annexation to the city; sewer and water systems; and, the installation of the road and repairs and maintenance. Some mundane problems, that could have been problems between the municipalities, were thrashed out in Committee meetings and many of the problems never developed.

The Committee continues but we no longer need to meet monthly. We have recently had the opportunity to participate in a gourmet dinner at the prison put on by inmates training in the Food Services program. The Committee was here to break ground for the new addition.

The Committee is the sounding board and liaison between the communities. There are no problems in any of the communities in the area, a common problem for other institutions. There are about 120 volunteers from the community to assist in training and vocational education in OSCI.

Thank you for the opportunity to tell you about the OSCI Citizen Advisory Committee.

Q. Is it true that methane gas from the nearby disposal plant can be converted for energy?

A. The Committee discussed the possibility. It is feasible. The County is reluctant to spend the money necessary for implementation.

Richard Eiden
Assistant Regional Director
United Food and Commercial Workers Union
Vandyne, Wisconsin

It is my pleasure to be at this hearing on Corrections.

I represent 10,000 working men and women in the State of Wisconsin who are members of the United Food and Commercial Workers International Union. I support programs for vocational education for inmates.

Dignity and pride of a worker can be developed through vocational education.

The institution has been a benefit to the community. It has been a benefit to the working people in the community and, hopefully, vocational education programs will give inmates an opportunity to develop skills. There are programs, at the present time, with union employers where inmates are being transferred from OSCI to employer facilities and it is working well.

If inmates can receive training through the programs, they will be better assistance to themselves, have more pride and, be able to return to society and, hopefully, will have an opportunity to be citizens who will not return to incarceration.

It has been a pleasure to come here and share my ideas with you. I strongly recommend continuation of support for vocational programs for OSCI inmates.

Dennis Nitschke, Executive Director
East-Central VTAE Consortium
Appleton, Wisconsin

Thank you.

You have heard from some people who are very knowledgeable about vocational education in Corrections. I am not an expert in Corrections education but I do believe it is appropriate. I am pleased to provide testimony.

It is important for the Council to look at the whole issue of vocational education for three reasons:

1) Vocational Education Act funds were utilized in conducting a three-year (1985-8) Division of Corrections Curriculum Project Study to assist the Division of Corrections in developing academic and vocational programs in a competency-based format that would meet State of Wisconsin standards as defined by the VTAE and the DPI. The Council may wish to use the accomplishments of this project for accountability purposes in indicating Wisconsin's use of Vocational Education Act funds for the incarcerated population.

2) As you heard from earlier presenters, there are public policy issues surrounding vocational education in Corrections facilities that need to be addressed. The commitment and dedication of the Corrections staff is superb. Issues need to be addressed in a very positive and forthright manner; not competitively, but cooperatively, between agencies. I cannot speak for the VTAE system but I stand ready to support Corrections in trying to move the whole education thrust forward. I hope public policy changes are in a positive manner and that additional funds will come for Corrections to do the job.

3) It is important to showcase the cooperative effort of the past three years with Corrections, with the VTAE system, with the DPI and with the University. There are different partnerships being created in the business community. Different partnerships. That is the way things will be done in the future. The interagency effort worked. Something was done. The focus for all agencies was how do we improve the future for inmates upon release? Are they going through the Corrections system and hitting the streets without job skills? What incentives do they have to further their education in the vocational system? That was the focus and, I hope, what will be the end result.

The VTAE system covers every square inch of the State of Wisconsin. Correction facilities are housed within VTAE districts boundaries. Stronger linkages need to be created between the VTAE districts and Corrections.

I would like to summarize the three-year Division of Corrections Curriculum Project for the record:

Need:

To assist the Division of Corrections in developing its academic and vocational programs in a competency-based format that will meet state standards as defined by the State VTAE Board and the DPI.

Target Group:

Incarcerated adults and juveniles who need to receive relevant and transferable occupational training that will provide job-ready skills and/or an incentive to further education upon release.

Background:

Division of Corrections request to the East-Central Wisconsin VTAE Consortium for:

Validation of task lists;

Staff training in developing competency-based curricula;

Assistance in developing a tracking system for student achievement;

Assistance in coordinating education programs with business and industry standards. VTAE districts have active advisory committees. How can Corrections use them rather than duplicating them?

Articulation of Division of Corrections curricula with VTAE Districts.

Agencies and Funding:

Division of Corrections
DPI
VTAE

Approach: Interagency Cooperation - Three-Year Commitment

Vocational Education Act - DPI - 1% Corrections set aside
Vocational Education Act - VTAE - 1% Corrections set aside
State General Purpose Revenue - Division of Corrections

1985-86 $ 83,000 budget*
1986-87 $161,098 budget*
1987-88 $150,000 budget*

*(Actual dollar amounts spent were about two-thirds of of the budget)

Interagency Steering Committee Members:

Division of Corrections - Robert Hable/Phyllis Hill/George Smick

VTAE - James Urness

DPI - Richard Dignan/Steve Gillis

W/COVE - Daniel Jarosik/Shirley Thompson

VTAE Instructional Services
Administrators Committee - Betty Brunelle

Project Coordinators - Howard Steinhilber/Dennis Nitschke

Challenges and Barriers:

1) Autonomy

Corrections - Primary responsibility is security; education is a secondary mission and is heavily directed by local institutional decisions

VTAE - District involvement on a voluntary basis only; VTAE programs receive state approval but are modified to meet local needs (not uniform curriculum). There is a State/Local issue

2) Establish an articulation process involving VTAE and public school instructors with Corrections instructors

3) Encourage advanced standing arrangements between VTAE Districts and Division of Corrections

4) Provide Division of Corrections staff access to VTAE Program Advisory Committees

5) Assist in developing a computerized Student Competency Reporting System

6) Establish an evaluation system of the educational process and student achievement

Significant Accomplishments:

1) Interagency cooperation and communication.

2) Formation of a "temporary" Interagency Steering Committee -- Conflicts need to be addressed and resolved.

3) Extensive involvement - 16 VTAE districts and 13 Correctional facilities.

4) Articulation Workshops - 23 vocational programs and three occupational related courses. Participation by the VTAE, Corrections, public schools, business and industry, with great results.

5) Direct involvement of instructors (bottom up approach).

6) Positive outcome - ongoing peer instructor relationships.

7) Printed task lists and performance objectives - 23 programs.

8) Business and industry involvement. Employment determination.

9) Computerized student competency reporting system. Currently, a reporting system for 2,600 student transcripts on a competency basis.

10) Ongoing commitment of VTAE instructional services administrators.

11) Articulation agreements for competency transfer when an inmate is released. An advanced standing program with VTAE districts

12) Educational Evaluation System developed especially for Corrections (a criteria different than that used by a VTAE district).

13) Review of VTAE/Corrections memorandums of agreement.

14) Future programming and funding.

Institutional Challenges, Division of Corrections:

1) Staff commitment to Corrections education and bringing about curriculum change.

2) State versus local relationships.

3) Increasing inmate population.

4) Security is the number one priority; lack of emphasis on training.

5) Loss of State-funded teaching positions. (Corrections lost State-funded teaching positions in the last biennium).

6) Lacks a clearly communicated education mission. (Education needs to be a priority).

7) Lacks a long-range Strategic Plan for Education.

Educational Challenges:

VTAE —

1) Responded to technical assistance request from Corrections.

2) Clarification of responsibilities/authorities. (Throughout the project, the responsibility for Corrections education rested with Corrections. There is, however, a Corrections education process funded by the State — a local autonomy within the Corrections institutions. There is a VTAE system charged with the responsibility to certify instructors, whether VTAE employed or State employed. Who is responsible for Corrections education)?

3) Shift toward greater VTAE district involvement raises questions. (VTAE instructors contract for Corrections education. This is the current trend. Inter-district tuition becomes enlarged. Again, roles and responsibilities need to be clarified).

4) Ability to provide additional programs and courses. More Corrections funding is needed. (Corrections does not have money to pay inmate tuition even though instruction is available if funded).

5) Distance learning alternatives.

6) VTAE district financial challenges.

7) Need responsive and uniform VTAE involvement.

UW-Stout, (Menomonie) —

1) Constant updating of computerized Student Reporting System.

2) Staff training to use the Reporting System.

3) Parole officers input on Student Reporting System.

4) Appoint a Statewide Advisory Committee for Corrections vocational education.

5) Develop a model Career Development Program.

6) Identify and sequence basic general education skills applicable to vocational education.

7) Implement competency-based curriculum in each Corrections institution.

8) Ongoing VTAE/Corrections instructor meetings.

9) Ongoing evaluation of programs and the Reporting System.

Now the project is completed, the curriculum updated, what help does Corrections need to implement it?

Q. Is there a possibility video education will be expanded?

A. Better documentation is needed. Other questions need to be answered. For example, how would tuition be charged? Other programs in various settings are video taped. At the present time funding is not available. There are advantages and disadvantages (to video education) but it is an alternative. Delivery alternatives need to be studied.

Howard Steinhilber, Coordinator
Corrections Education
Moraine Park Technical College
Fond du Lac, Wisconsin

The project may be over but the two dozen or more printed curriculums are getting dirty. They are being used. Six other programs and/or VTAE support classes are in the process of development.

We had a great deal of support for developing the project instrument. The UW-Stout findings were used and the monitoring and screening criteria from various VTAE districts. It is now an instrument that is more than a monitoring and screening but less than a full on-site evaluation team.

In the process of writing the criteria and bench marks for each of the items, the timetable is set. We are going to get general issues, mission, need and something on placement. It isn't big. It has to be expanded. Look at the curriculum, the curriculum content, delivery, faculty, counseling, support services, advisory committee involvement, facilities, equipment, resources and the administration of the programs.

The ongoing evaluations are needed in order to keep the articulation agreements current and believable.

Betty Brunelle, Assistant Director
Moraine Park Technical College
Fond du Lac, Wisconsin

I will divide my testimony in two parts. The first part, to describe for you Moraine Park Technical College's rather unique relationship with the Division of Corrections through the years. The

second part, I will make a few personal comments because of my number of years working with both the faculty and education directors and some of the educational leaders in the Division of Corrections. I feel some of their concerns and problems I can speak to intimately. I have been teaching a credit course on weekends at the UW-Stout and as always happens, I have between three-five Division of Corrections vocational faculty. Working with them and helping them build curriculum, we get to share concerns about curriculum, quality of education, and teaching approaches. I work with them and VTAE educators.

You have heard Doctor Shanahan talking about the fact that Moraine Park is situated very uniquely. Probably uniquely for almost any postsecondary institution in the nation. Rarely can four correctional institutions be found within the borders of a two year college: Taycheedah Correctional Institution, Dodge Correctional Institution, Waupun Correctional Institution, Fox Lake Correctional Institution and, while not directly within our borders, Moraine Park Technical College was assigned to assist with Kettle Moraine Correctional Institution.

Remember, the Division of Corrections has been and continues to be very active on their own in vocational education. We have not always been billed as providing leadership as strong as we could. "We" meaning vocational educators in the State. Building the leadership to build the partnership between these two major divisions of government. Moraine Park Technical College has worked closely with Correctional institutions. In all instances, Corrections has not played as significant a role as possible in helping with vocational education. That may be a personal observation and not too accurate but I believe the VTAE has been challenged in the last few years and we should be working together. Historically, that has not always been the case.

If the above were the case, in the 1970's, Fox Lake Correctional Institution would not have requested VTAE program evaluations. After review, a stronger more formalized relationship between Corrections and VTAE was recommended. A relationship that would be a natural. It was not always that way. At that point, a Division of Corrections and a Moraine Park Technical College coordinator were appointed along with some teachers and some support staff in a project. That is how the district became involved. Moraine Park Technical College became the first tie with the Division of Corrections vocational programming. That is probably why, to this day, the programming at Fox Lake Correctional Institution is different than what you heard Catherine Zimmerman describe for OSCI. I will later describe some of those different relationships.

Since then, where we had the Division of Corrections and Moraine Park Technical College coordinator, that has changed considerably. That person is now Howard Steinhilber. Howard's responsibilities are no longer just something between Moraine Park Technical College and one correctional institution. His responsibilities are to represent the VTAE in a strong liaison across the State with responsibility to all institutions and we hope all VTAE programs and schools. He is

responsible in seeing that the vocational educators in all correctional institutions are VTAE certified. There is a lot of paperwork in making sure all of the credentials are both accurate and verifiable. The coordinator agonizes with the Division of Corrections, on maintaining certification. How do we assure vocational educators in the Division of Corrections are certified but, more importantly, is the VTAE helping, giving them opportunities to help them keep their certification up-to-date? That is a question to be addressed.

Fox Lake Correctional Institution does not, in any of their programs, contract with Moraine Park Technical College. (Remember the contracting between OSCI and Fox Valley Technical College)? All of the Fox Lake Correctional Institution programs are Moraine Park Technical College certified. They are running Moraine Park Technical College programs, but they are doing it with their own certified vocational staff. That poses problems. What is the Moraine Park Technical College responsibility for those programs? What is Fox Lake Correctional Institution's responsibility to us? It is a very unique relationship and is not duplicated very often throughout the State. If you would attend Moraine Park Technical College inservices, you would see a large number of Fox Lake Correctional Institution teachers, because they are always part of our inservices, one small effort to keep them updated. You would also see, at advisory committee meetings, at least one representative of a Fox Lake Correctional Institution program. Remember, they are Moraine Park Technical College programs. In a sense, we should be feeling a very strong commitment to the quality of equipment, instruction and the current status of the curriculum, as though it were a program on our own site.

Moraine Park Technical College has some programs at Waupun Correctional Institution; some contracting. But, the relationship is slightly different.

Taycheedah Correctional Institution poses yet another very unique relationship. We refer to Taycheedah Correctional Institution as our "other" campus. It is barely two miles away. At one time, our relationship was one of study release for the women in Taycheedah Correctional Institution. Problems developed as women were released to come to the Moraine Park Technical College campus to join in programming with regular in-house students. Sometimes we ran whole sections for them and they were transported to the campus. This has stopped. Now the challenge is: What can the Division of Corrections do at Taycheedah Correctional Institution? And what can we do to help the Institution? At the present time, we are contracting two vocational programs, Food Services Assistant and Office Assistant, the old clerk typist program.

About two years ago, we developed a series of six Pre-Tech, non-traditional occupational programs for the women at Taycheedah Correctional Institution. It has been so successful, we use it on our campus for the general student population.

A few years ago, I had the privilege of being appointed by the

Governor to a Council of Female Offenders, where a group of non-Corrections-related people were able to study concerns facing the female offender in this State. I was very impressed with an issue the Division of Corrections has faced for years: The cycle of dependency for incarcerated women. The VTAE and Division of Corrections, recognizing the issue, are offering opportunities to women so that when released from prison they don't return to a dependent role. The Division of Corrections is reviewing a plan which will put into place programming such as Electronic Servicing, Carpentry and Custodial, for women with lower levels of basic skills or literacy.

The population in Taycheedah Correctional Institution is not large. How much programming can have full classes? It does not pay for Taycheedah Correctional Institution or Moraine Park Technical College to run classes that are not full. How much diversity? Inmate interest? Those questions do not have easy answers. The basic skill level of many of the inmate women is so low that success in more technical programs is not really assured. It is a concern we all must share. Not because we make those decisions but because we must help them program. Part of the problem is literacy and basic skills. How can the inmate women accomplish and succeed in some of the more technical careers rather than always remaining in the lower level vocational careers that add to the cycle of dependency?

I would like to mention a few of the challenges that I see. I am interested not only in quality vocational programming but in curriculum. Having worked with many of the educators in this room and the Division of Corrections for a number of years, I see a couple of things we have to work on together.

The Division of Corrections faces more mandates than education. How does the Division of Corrections maintain security? In fact, how do they maintain inmate housing, food, recreation, equipment, updated faculty and job experiences for students, with restricted budgets? How can we help the Division of Corrections face these problems and provide updated programs?

Vocational education is a major challenge in a Correctional institution. Open entry. Open exit. A Corrections educator may receive one student today and lose three students tomorrow **every day of the week!** Curriculum must be taught differently in prison than it is taught on a VTAE campus. It is a very difficult task.

In closing, I believe the VTAE and the Division of Corrections are going to have to build ties and relationships much stronger. We must share some responsibility to help Corrections continue what has been started with a strong competency-based curriculum. **This must be a priority.**

James Urness, Director
Bureau of Program Development and Operations, VTAE
Madison, Wisconsin

I would like to spend a few minutes wrapping up what I have seen happen over the last few years. If you are not impressed with what

has happened in Corrections vocational education by the time you leave, today, somehow we have not communicated very effectively. A lot of very positive things have happened.

If I were to back up 10-15 years, I would have a great deal of difficulty finding much curriculum in place in the Corrections setting for vocational education. There were very few recognized programs, by any potential receiving institution, from a technical college in our system. We did not have certified staff in the Corrections system, at least from postsecondary. There may have been some from the DPI. In general there was not program recognition.

There are VTAE kinds of standards. They are recognized not only in Wisconsin but throughout the country. I believe that all of the staff that are teaching vocational education programming are certified. Certification is very important when it comes to an institution receiving the transcript when an inmate leaves a Correctional institution.

We also found the competency-based system very important in terms of people randomly entering and exiting; going from one institution to another. It may be just as important, upon release, for entering one of the technical colleges.

The inmate receiving education now can take that education; demonstrate what has been learned; and, move from one institution to another both inside and outside the Corrections system.

What is our responsibility with VTAE approved programs? I think we have the responsibility to ensure quality is being maintained. Whether it is through evaluation, staff or curriculum development. All are important. Our goal is common.

I would like to recognize Howard Steinhilber, former speaker today from Moraine Park Technical College, and Robert Hable, former Council member and Division of Corrections employee, both very instrumental in these efforts. They deserve credit for visionary concepts including quality programming recognized by other educational systems; qualified staff; professional development opportunities; organized competency-based curriculum; articulation agreements and advanced standing options. Funds were pulled together from the Vocational Education Act, VTAE, DPI and Job Training Partnership Act to provide funding and a long range plan.

In the long range plan, funding was recognized as a General Purpose Revenue budget item and soft money, Vocational Education Act, Adult Education Act, etc., could better attack current problems to be solved. That is probably the appropriate way to continue to move.

Although people at the top have been concerned with funding, I think it is a very solvable issue. The concern of many trenches and, I suspect, the Council, is really quality of programming and access. We know the taxpayers are going to end up paying for it and it should probably come from General Purpose Revenue. I won't have a major

issue with it as long as we continue in our business of working closely together and articulating the kinds of things we have been doing and are continuing to do.

A couple of times, basic skills education has surfaced. Briefly, we have programs at Moraine Park Technical College with about 30 students enrolled in basic skills with a full-time instructor. There are several programs within jails. We work with Huber clients. I believe that is an area of interest as I look at the overview of testimony today. Madison Area Technical College has a full-time staff member at Oakhill Correctional Institution. Again, we are talking about only basic skill education. Nicolet Technical College, for the last seven years, has provided basic skills education at McNaughton Correctional Center. Indianhead Technical College has basic skills instruction in Flambeau Correctional Center and Gordon Correctional Center. There is a lot of activity outside of Vocational Education Act money that addresses the need, maybe the "pre-vocational" concept. It is important to mention, or at least recognize it, that in addition, Corrections has a major effort dealing with basic skills.

I suggest we really should use the stable money, the General Purpose Revenue funding, for ongoing programs within institutions. We should use the softer money, Vocational Education Act, Adult Education Act, for unique projects, curriculum, evaluation and follow-up, whether evaluating the process or product. It is hard to follow the student. At least we can assure we are doing a quality job, internally, through the evaluation process and research the others.

In closing, Corrections certainly has been responsible in identifying programs for inmates and the VTAE system has been responsive in trying to assist them. This cooperative effort will continue. It is an interesting effort. It has been a very positive relationship over the last five years. Most impressive! The needs of the incarcerated are certainly being addressed and will continue to improve.

Richard Dignan, Director
Bureau for Vocational Education, DPI
Madison, Wisconsin

DPI administers the funding under JTPA and the Carl D. Perkins Vocational Education Act at the State level. I will comment on DPI services to juvenile offenders at Lincoln Hills School and Ethan Allen School.

A competency-based curriculum project through articulation was developed quite early in my tenure in DPI. I would credit Robert Hable (Division of Corrections) and Dennis Nitschke (East-Central VTAE Consortium) for aggressively seeking funds for this project. Efforts were visibly successful in seeking funding from DPI as well as VTAE and other sources. The competency-based vocational education program was jointly developed by the East-Central Wisconsin VTAE Consortium, Division of Corrections, VTAE, DPI and Moraine Park Technical College. It led to a major jump forward in the quality, and future quality, of programs in all of the Correctional institutions including the juvenile institutions. The key is "competency-based"

curriculum. Participants in the programs in Correctional institutions are not necessarily incarcerated for an established nine-month school year or for an extended in-depth educational program. They come and go every day! It is a very real challenge to teach under the circumstances. The instruction is broken into individual components, competencies, and recognized for credit in the VTAE system. A major accomplishment. It gives the participating student the opportunity to earn credits and gives encouragement to further vocational education training after release. It introduces the inmate to postsecondary programs in vocational education.

Significantly less than 1% of juvenile offenders ever return to the high school setting. Therefore, it is unrealistic to develop programs encouraging the inmate to return to high school. Joint efforts have been to enhance agreements for credit in the postsecondary system, which also serve 16-18 year old students, and lead the participants into vocationally competent programs which also allow flexibility in scheduling.

The concept for competency-based curriculum has been strongly supported by DPI in addition to dollars. Funding is through the adult setaside of the Carl D. Perkins Vocational Education Act as well as joint funding between DPI and VTAE articulation. Betty Brunelle, Moraine Park Technical College, was instrumental in directing curriculum efforts. DPI will continue to be supportive in these efforts.

I want to make an additional statement on funding. Funding is a key to whether or not the Corrections system continues to improve, develop and expand quality programs as a deterrent to recidivism. Other funding sources must be found. Perkins and JTPA monies simply are not going to be sufficient for program development, staffing or contracted services from the VTAE system.

The Division of Corrections must increase the priority given to educational programs and fight very hard for that to be recognized not only at the State level but within each institution. Education must become a higher priority.

My comments will be directed to programs between DPI and the Ethan Allen School and Lincoln Hills School. Prior to the last seven years, in working with Corrections, education programs were not given a very high priority. Equipment was out-of-date and no significant support was given to developing and strengthening programs probably because there simply were not dollars available.

DPI first initiated what was referred to as "pool" funding. It was a pool of money set aside to assist in contracting with the VTAE system for courses for the high school level students in areas where programs may not have been available. DPI funded 100% of the instructional costs for the public schools as well as the Correctional institutions if services were purchased from the VTAE system for vocational programs. Both the Ethan Allen School and the Lincoln Hills School participated in the programs. When Perkins funding became available, DPI could not fund under that Act for programs on a continuing, or

maintenance, basis. Only initiated courses could be funded under the Act. DPI dropped the pool funding concept and moved into articulation programs between the two systems. Lincoln Hills School dropped those particular programs because of lack of funding. Ethan Allen School switched to self-sustained programs and hired staff to continue the programs. There were different circumstances in the two juvenile institutions. Both institutions have a very positive effort in providing juvenile programs.

Lincoln Hills School became involved in the Vocational Education Act funding in 1982 under the pool funding. Under this program they were able to develop, in cooperation with North Central Technical Institute, the Quality Food Service and Building Cleaning and Care programs. Programs continued to develop with the use of Vocational Education Act funding and VTAE credits were awarded to the students completing the programs.

In 1985, Lincoln Hills School participated in the DPI Vocational Program Evaluation. Findings of the evaluation provided the school with direction for future vocational program planning.

As a direct result of the use of Vocational Education Act funding, Lincoln Hills School was able to accomplish a number of goals:

Handicapped Students --

1. Established a vocational assessment procedure for Exceptional Education Needs students using a computerized career system.

2. Provided an automated system for Individual Education Plan report writing that allows them to identify students and provide services in a much more timely manner.

3. Developed and/or modified the vocational support programs to provide better services to meet individual needs of Exceptional Education Needs students.

Business Education --

1. Provided instruction using modern up-to-date equipment, techniques, and materials used in the business world today.

2. A large percentage of students are enrolled in business education classes and, as a direct result of the use of automated equipment, have gained important computer literacy skills.

Curriculum Development --

1. As a result of the early initiative, competency-based curriculum for vocational education courses has been developed. Subsequent funding, as well as current Carl D. Perkins Act funding, is designed and being used to further the goal of obtaining a totally competency-based curriculum.

2. A major part of the 1987-88 Carl D. Perkins Act funding has been designated to provide a strong, highly integrated basic skills curriculum which will be totally competency-based and available to the vocational education students via a computer network.

3. A fully automated classroom management system allows more time for teachers to spend with individual students and to track student progress.

4. The classroom management system will also provide accurate data to assist teachers to identify student needs and apply appropriate support strategies in a timely fashion.

5. Via the computer network, instruction is provided which is consistent and identical to what is offered in regular mainstream classes to students who have been placed in a security setting outside of regular school programs.

6. The Designated Vocational Instruction approach has been implemented in vocational classes. Inservice training will be provided by the UW-Eau Claire to provide the rest of the education staff with working knowledge of the provision of instructional support in mainstream vocational classes.

7. An updated program model in technology education is being developed and an inservice will be provided for technology education teachers.

The 1985 DPI Vocational Education Evaluation provided Ethan Allen School with the direction and framework for program improvement. Areas of improvement in vocational program delivery include:

a. Enhancing vocational assessment
b. Academic integration in vocational skill areas
c. Developing a business education course
d. Expanding computer education and integrated usage
e. Providing students with non-traditional occupational opportunities
f. Replacing outmoded print shop
g. Technology education

Progress on these recommendations continues to be steady and a major restructuring of the existing program and program delivery has taken place. The comprehensive initiative involved implementing a designated vocational instruction approach; developing technology education concepts; expanding program offerings to include business education; and, enhancing employability through work experience and equipment updating. Through a process beginning with assessment and moving through prescriptive education for employment, Ethan Allen School has been improving the transitional success of this population of neglected and delinquent youth.

Both Lincoln Hills School and Ethan Allen School have staff members participating in advisory committees with local public high schools.

The advisory committees expand the sphere of availability and influence with the local public schools and they have proven to be very beneficial.

In conclusion, the system, and the people DPI works with directly, are sincerely interested in improving the quality and number of opportunities for incarcerated students. Lack of adequate funds severely hampers joint improvement efforts. Funding is the basic question for the future and will determine if significant and necessary improvements are made.

Q. In competency-based education, in the evaluation of a particular competency, is there a gradation of competencies or a mastery level?

A. Competencies were validated not only by instructors who participated in developing them but also by the employers. In competency-based education, the competency is either obtained or not yet attained. Once a competency is certified, the individual obtaining the certification would be able to enter the labor market with very little additional adaptation or training.

George Smick, Coordinator
Instructional Services
Division of Corrections
Madison, Wisconsin

I appreciate the opportunity to speak with you today about education in the Division of Corrections. There are four topics I would like to discuss:

A. Results of the Joint VTAE/DPI/Division of Corrections Curriculum Project
B. Student competency-based transcript
C. Articulation agreements
D. Prospects for effective education program evaluation

* * *

A. We have completed over two dozen curricula. I would like to direct the Council's attention to the handout material on Food Service curriculum. Some of the features of the Food Service curriculum make me very proud of the work of staff and very grateful for help we receive from VTAE and DPI:

1. Employment orientation. We talk with inmates in "inmate language" rather than "educationese." Prerequisites are discussed and related to occupations. For example, possible employment with less than program completion; possible employment for program graduates; and, possible employment with additional experience and education. We look to the future.

2. Staff helped develop the curriculum and has pride in

ownership.

3. Competency-based format. Small increments, well defined, allow for disruptions in attendance that are part of Corrections; disruptions from alcohol and substance abuse treatment or transfer to another institution with a different security rating.

   Example: Preparation of eggs. There may be seven ways to prepare eggs. It is expensive to develop in terms of time, effort and money. The competency tasks would be to poach (steam), poach (liquid), cook in shell, shirr, omelet and egg foams. A new preparation development for eggs, perhaps to radiate, would be a competency that could be inexpensively added.

   The question was previously asked about competencies and to what level? The competency is to the level of initial employment; getting entry level employment.

4. A concrete list of accomplishments helps find qualified inmates for institutional jobs.

5. A competency obtained is something concrete to follow the inmate into the community to help direct the completion of occupational education or employment. A transcript is provided and entered on the computer record.

6. Competency-based programming allows the Division of Corrections to update curriculum without redoing the entire program. This is important because the Division of Corrections funding and staff time are in short supply.

   a. The Division of Corrections is not an educational agency. Security and safety to inmate, staff and community are the prime concerns. Education is one important program within the security setting; one program amid other important programs such as alcohol and drug abuse treatment and treatment for social and sexual disorders.

   b. Any initiative is carefully studied so as not to consume so much of relatively modest resources that the future is mortgaged or that there could be no future initiatives. Remember, there are 2,000 students in a dozen correctional institutions with only three professional educators and one-half of a supervisor's time as the central office staff.

7. The Food Service Task List and Criteria and the completed Task Lists and Criteria are identified in the handbook distributed. There are two dozen areas completed and one-half dozen in various stages leading to completion. It is an important accomplishment for the Division of

Corrections to:

a. Evaluate student learning.

b. Match education resources, staff, supplies, and equipment for the best results.

c. Articulate with educational agencies.

B. A new way to manage competency-based education records was needed to go along with the new curriculum. One of the weaknesses of competency-based education is the mountains of records. Instead of one class and one grade, there are scores of competencies to record. The original plan was somewhat more extensive but what developed meets the most important informational needs.

Using the in-place computer system, a system with terminals in most of the institutions and major community offices, competencies may be entered in a timely manner and shared with the Division of Corrections program review committees and social workers, etc. When an inmate is transferred to another institution so does the record. When the student leaves the institution, he/she receives a copy of accomplishments in literacy and occupational training. The list is available at computer terminals to parole and probation officers in major cities with a printout available to small town centers.

C. To make the transcript worth more to the inmate, articulation agreements have developed with the VTAE districts. The agreements allow inmates, who need to complete occupational training in the community, to get credit, to get what is called advanced standing, so they do not need to start an occupational education program over again. The agreements are worthwhile but somewhat vague. I encourage the VTAE districts to develop more meaningful articulation agreements; agreements much more specific in nature. (Minnesota has model articulation worth the Council's attention and informational material was distributed).

Articulation also provides a note of increased credibility to programming. Believe me, inmates are somewhat suspect of all Division of Corrections programs. Even in a prison setting, education is a willed enterprise, people have to want to learn, not just go through rituals to gain the approval of jailers.

We intend to update the list of articulation agreements in the near future. The following list is merely representative of Division of Corrections efforts and some VTAE districts. In some cases articulation may be expected but does not exist, it may be either the VTAE district curriculum or the Division of Corrections curriculum is in transition and therefore, not suitable for an articulation agreement.

Examples of Division of Corrections articulation agreements include:

Blackhawk Technical College

Machine Tool Operator
Auto Service/Mechanic
Auto Body
Welding

Gateway Technical College

Communication-Vocational Related
Food Service
Horticulture
Human/Job Relations
Mathematics - Adult Basic Education
Mathematics - Vocational Related
Office Operations
Welding/Metal Fabrication
Auto Body
Auto Service/Mechanics
Building Trades - Carpentry
Small Engine Servicing
Machine Tool Operation and Repair
Mechanical and Computer Drafting

Wisconsin Indianhead Technical College

Small Engine Servicing
Auto Service/Mechanics
Auto Body
Building Services
Wood Technics
Machine Tool Operation
Mechanical and Computer Drafting

Milwaukee Area Technical College

Seven areas of shared programs. The Division of Corrections will not articulate in Foundry (our program is too small) and in Barber/Stylist (both programs are undergoing changes mandated by licensing board).

Mid-State Technical College

Auto Body
Auto Service/Mechanics
Wood Techniques
Machine Tool Operation

Moraine Park Technical College

Mechanical and Computer Drafting
Machine Tool Operation
Machine Repair
Human/Job Relations
Communications

Auto Service/Mechanics
Auto Body

D. Finally, the Division of Corrections initiative for evaluation of education programs. Evaluation presents some problems because, on the one hand, we want to evaluate Division of Corrections programs according to the same standards as the educational agencies but some of the criteria just won't work! For example, each occupational program in the VTAE district is driven by the number of graduates or completers that get jobs and keep them. Division of Corrections cannot use the same criteria, in the same manner, because inmates don't get out of prison just because they happen to finish an occupational training program. So, on the one hand, Division of Corrections wants to judge occupational programs by the true standard, jobs, but we need to go about it in a different manner than is done by the VTAE.

The Division of Corrections has developed a somewhat complete list of items for evaluation. The items are modeled after the evaluation formats currently used in VTAE districts with additions provided by some work done for Corrections by UW-Stout and completed by an evaluation committee and Division of Corrections education directors.

The Division of Corrections is developing criteria to go with each of the evaluation items including:

1. Pilot the evaluation items and the "to be developed" criteria in Correctional institutions early in 1989.

2. Concurrently, submit the evaluation items and criteria to Dennis Nitschke, East-Central VTAE Consortium, to use the resources of the State Board and many districts to validate efforts and provide concrete input.

3. In the spring of 1989, the Division of Corrections will study the VTAE input and the results of the pilots to validate a workable set of evaluation items matched with effective criteria.

4. Ultimately, the purpose of evaluation is program improvement -- informed decision making in education.

5. The Division of Corrections' goal is to improve opportunities in literacy and occupational training for inmates.

Finally, I thank everyone from the great Wisconsin education agencies who have helped accomplish Division of Corrections education goals. The educators from the VTAE Board; the VTAE districts and DPI who have testified today. In addition to the others, I would like to thank Jane Ayer, Associate Dean of the School of Education, UW-Madison, for providing leadership, expertise, encouragement, and support to the Division of Corrections during the early days, when this was just an idea.

Thank you for this opportunity.

Q. A proven fact is that many of the incarcerated are illiterate. Can the student inmate be mandated to take certain courses?

A. It is a problem. Corrections and the Department of Health and Social Services is aware of the problem. In the institution, the Principles of Alphabet Literacy System (PALS) works with student illiteracy. It is a good program. Some states have required an inmate participate in a program for at least 90 days, or three months, before probation eligibility. Or, an inmate may be required to pass a test. Mandates have both pluses and minuses. The Division of Corrections arbitrarily decided a seventh grade literacy level is the point an inmate can learn a trade. It is very important to reach that point.

Q. What is the number of inmates below the seventh grade level?

A. The number is not constant and varies from one institution to the other. However, approximately 50% are at the seventh grade level.

Q. Did you say the competencies placed on hard copy for listing transcripts for individuals leaving the system, or moving within the system, is electronically transferred to the VTAE system or Division of Corrections, etc.? No man-hours are required to re-type the data?

A. It can be transmitted to probation and parole offices. The Division of Corrections duplicates the transmission of competencies and interfaces with the VTAE in terms of tasks; the Division of Corrections tasks and VTAE tasks are not the same thing.

To elaborate on the articulation agreements, referred to earlier about the inmates receiving advanced standing — that needs to be improved. The Division of Corrections employees must represent authority to the inmates. The Division of Corrections must also have an education program that is accepted by the vocational district. The program will then be much better in the eyes of the inmate participant than it would be if it were simply another Division of Corrections program.

David Steinert, Chairman
Education Director's Advisory Council
Division of Corrections
Black River Falls, Wisconsin

I want to talk a bit about those people, the Education Directors that are on the front lines in the trenches and what these people are trying to do with all of this mismatch and all of these funds coming from different areas, trying to put an education program together.

I am Chairman of the Education Director's Advisory Council. I want to talk about what the Council does and the structure and identity

problem that, I believe, Corrections has in carrying out programs. Also, a possible solution in terms of funding and carrying out programs with student inmates, inmates who have failed basically through their entire learning process, and, who are also failures at crime because they are incarcerated. It is difficult to run an education program for hard-to-educate people. Some do not want to be educated, but they are in class because someone told them it is good for them.

The Education Director's Advisory Council is a group of educators from the 13 different institutions in the Division of Corrections. It is composed of several people from the Bureau of Program Services to help with communications with the central office. The Education Directors, male and female, are from juvenile and adult sectors. The Council meets about six times a year to recommend educational policies and procedures for the Division of Corrections programs and staff.

Recommendations are made to the administration of the Division of Corrections for example, development of the new general education diploma policy was carried out through the entire Division of Corrections.

There is a tremendous movement among all of the Division of Corrections institutions, especially the adult sector. The Division of Corrections wants to serve the students so they are not torn apart or have to start instruction over again.

Missions include the new curriculum which has been developed over the last years; competency-based programs; program evaluation development to create cooperation, unity and continuity between the institutions. Today there are more inmates and more institutions and each institution, to some degree, operates their own educational programs. The Education Directors desire continuity, cooperation and unity; one educational system, not several different ones. The curriculum is one process to do that.

The Division of Corrections is involved in the evaluation design previously mentioned and, hopefully, will be implemented in the next calendar year. It is difficult because the Division of Corrections is not an educational system such as DPI and VTAE. There is no concern about class requirements. The concern is about the students. Classes need to be quick because of the length of time people are incarcerated. The Division of Corrections loses students, for example, because of ended sentencing; security; and, other prison complexities. The biggest effort of the Advisory Council is to develop the evaluation design. A design to help plan for the future and accomplish the objectives.

In addition, there is an identity problem. Who are we? Where is Correctional education? The Division of Corrections is not a part of DPI; not a part of K-12 districts; not a part of the VTAE district. Who are we? What do we do? Where do funds come from? Actually, funding comes from a multitude of sources. The Educational Directors have done a wonderful job with the mismatched funds to carry on the program.

My proposal, in answer to the identity problem, is that the Division of Corrections seriously begins to think of educational units within Corrections to become part of a central recognized educational unit. Perhaps we should become a 17th (vocational) district of the VTAE for that purpose. There are many political and administrative problems. Look at the VTAE districts and all of their concerns and issues; a lot different than Division of Corrections concerns and issues. They ought to be addressed in one central unit statewide. The Division of Corrections schools are all over the State, not in one VTAE district. So, maybe a 17th district ought to be looked at more carefully. There ought to be direct input to the Division. I dream of the 17th district; a district with a school board administered by the head of the Division of Corrections; its administrative officers; the Bureau of Adult and Juvenile Institutions; and, the Bureau of Program Services Chief. There would be more continuity and unity and probably a gain in the consolidation of funds. There are many differences between the VTAE teacher and the Corrections teacher because of different contracts and working units. I believe the 17th district concept should be taken seriously as a means of solving some of the problems.

Q. In 1980, Robert Hable who was a member of the Wisconsin Council On Vocational Education at that time, discussed the 17th vocational district concept. Has there been any significant support or dialogue on the concept to your knowledge?

A. I don't know about that particular reference and I don't know the level of support for the concept at that time. Illinois has that concept. I believe the juvenile institutions are the DPI districts and the adult institutions are the VTAE district equivalents. The "17th District" is something talked about but I don't know if it has received serious dialogue.

Donna Wolff, Instructor
OSCI
Oshkosh, Wisconsin

I am an instructor at OSCI. I have worked for the State of Wisconsin for about 18 years. I teach in the general education developmental area and also have two communication classes for the VTAE district. I am a member of the Curriculum Council and have been participating in the development of competencies.

Because I am a teacher, perhaps you would like to question me?

Q. On General Education Diploma policy, where are you on that?

A. I teach the writing section but have also covered the others. In January, the test changed and Wisconsin updated from a passing score of 45 and 225 (to get a General Education Diploma) to 250. There must be an average of 50 on each test area. The test also changed in the writing area. Men are required to write at least a 200-word essay which is corrected outside of the institution. In the beginning, the question was raised that if we couldn't get 225, how can we get 250? It takes more

effort but it is possible.

Men transferring from other institutions can re-enter a program where they left off. We are beginning to use the same text books. If a man left off on "subjects and verbs," I could start him again at that point. Men can stay in the General Education Diploma program until they have passed.

There is criteria to be met. If the test is taken and an insufficient score is received, it cannot be taken again for at least 90 days, or the instructor must certify they have done sufficient work to warrant not doing the work over again.

There are two General Education Diplomas. One General Education Diploma states completion of the test; a piece of paper indicating the General Education Diploma test was taken and the participant scored 250 points. If the equivalent of a high school diploma is desired, there are three more classes that must be taken or there must be proof of passing a test put out by the State to prove competencies in Civics, Health and Job Skills programs. Many of the men are young enough that they have had Civics in the ninth grade and many completed grades 11 and 12. The two General Education Diploma tests have not been a problem.

Q. How does the General Education Diploma help on the outside?

A. We are trying to raise the General Education Diploma to be more meaningful and carry some weight. Completing the three additional courses makes it equivalent to a high school diploma. The other General Education Diploma gives satisfaction to the inmate having been told all of his life that he has been a failure, a dropout, a quitter. It gives the individual a sense of accomplishment, a basic diploma. It is a great accomplishment for some inmates who have never completed anything!

Q. In a medium security institution like OSCI, how much contact time do you have with an individual student?

A. My classes run 50 minutes. If I have a student once a day, he would have about 10 minutes. I have many students more than one hour a day and students may come in for extra help. They have the opportunity to make appointments for extra help. I may get a couple of hours with each especially in Adult Basic Education Lab working on basic math and reading skills. Many of the students have more than one hour.

Lunch was provided by Food Services, served by students, and a tour of the OSCI facility was given to the W/COVE and guests.

Steve Kronser, Director
Program Services
Division of Corrections
Madison, Wisconsin

(Additional testimony)

First, after hearing testimony this morning, I thought it important to make a couple of comments on probably the main policy issues (raised by VTAE testimony and others) regarding the funding of vocational programs in Correctional institutions.

There is a difference in philosophy between the Division of Corrections and VTAE in terms of the inmates and their education and who is responsible? What is the State's responsibility for education of inmates in a Correctional institution?

The statute sets the role for the VTAE system in Wisconsin. By statute, that system is responsible for providing vocational training and education to the citizens of the State of Wisconsin. There is an obligation and responsibility of the State educational system, whether it be the VTAE, DPI, or the University, to provide educational opportunities to inmates in Correctional institutions.

The VTAE system, I believe, is less sure of what the VTAE obligation is to provide education to inmates in Correctional institutions.

The way we are approaching the budget issue on who should be paying for what, in terms of vocational education, differs. The State Board is proposing legislation with basically four components. We agree with three of them. In fact, we are proposing the same legislation to increase the support from 9.5% to 12%; a statutory change which allows the districts to contract with Corrections for vocational programs, in reality that is already going on but the statute has to be changed to reflect that.

The basic difference between the Department of Health and Social Services (including the Division of Corrections) budget request, in terms of the statutory language change, and what the State Board is proposing, is how are programs funded? The testimony this morning in the VTAE proposal indicated the cost of providing educational programs in Correctional institutions should be born strictly by the Division of Corrections with the exception of federal money. In effect, the local districts would have no responsibility; inmates would not be counted for State aids; and, there would no longer be any inter-disciplinary charge back.

If the VTAE proposal goes through, and the Division of Corrections is not provided any more funding than is currently provided, it would mean that out of the 25 current contracted programs, the Division of Corrections could only fund five. In effect, the Division of Corrections would lose 20 programs if that provision goes through without any additional funding for the the Division of Corrections.

The Division of Corrections proposal is at the opposite end of the

spectrum. The proposal is to adopt statutory language that inmates in Correctional institutions are considered residents of the VTAE district within which the institution lies for purposes of tuition. If that proposal is adopted, inter-district tuition charges would be eliminated.

The Division of Corrections would be charged basically the same amount that a student within a district would be charged to go to a program in their District. That is a fundamental difference, a difference that is going to have to be resolved before the Governor's budget is introduced to the legislature in January, 1989. It is important to understand the differences between the agencies. There are fundamental differences on how the two agencies look at the requirements of the VTAE system and educating Correctional clients. Critically, there are very fundamental differences between how those programs will be funded.

Second, Governor Thompson two years ago, proposed Corrections be broken out of the Department of Health and Social Services and created as a separate State agency. The proposal failed. It is my understanding it will be proposed again. It is important to know that the administration of the Division of Corrections supports that effort. It is important from a programming aspect that the Division of Corrections be broken out from the Department of Health and Social Services. The Division of Corrections operates within an umbrella agency of some 12,000 employees and a total budget of somewhere around two billion dollars a year. It is the largest agency in State government, excluding the UW system. The Division of Corrections is competing against the blind, deaf, retarded and poor, all in need of vocational training. Very honestly, the Division of Corrections is last on the list. It affects the resources of the Division and the educational programs in the prisons. Being dealt with as a separate agency, I think, would have a better chance of getting resources for Division of Corrections programs.

From an administrative standpoint, the Department of Health and Social Services is a big agency — too big! It affects the speed at which decisions are made. We must go through layers of bureaucracy in order to get simple decisions, personnel decisions, budget decisions, all kinds of decisions. It affects programs. If the Correctional institution has a vacancy for a teacher, I guarantee it will take six months to fill. Much of the delay is due to the bureaucracy of filling positions in an agency as large as the Department of Health and Social Services. What happens in the institution? The classroom sits empty for six months and the inmates are not going to be provided the opportunity to receive education because of the vacancy. As a separate department, the Division of Corrections could facilitate the processes and, in the long-run, improve programs.

Q. Do you employ volunteers?

A. Yes, in almost every institution especially in literacy programs. We have used volunteers in other areas also.

Ray Gielow, Education Director
OSCI
Oshkosh, Wisconsin

Thank you for your interest in Corrections. I have a prepared statement. However, after hearing the prior testimonies, it is quite mutilated. I agree with some areas and do not agree with others. Nevertheless, I will go through the prepared statement and I will answer questions.

I have seven specific points, which I consider relatively important:

1. Personal experience in Corrections
2. Teaching in Corrections
3. Current and future programs in Corrections at OSCI
4. Priority of education in Corrections
5. Local Division of Corrections and Fox Valley Technical College relationships
6. Funding
7. Educating people regarding Correctional education and its potential

I started in Corrections in 1966 at the Kettle Moraine Boys' School, a juvenile institution for males. I taught woodworking, drafting and printing and supervised that department in 1968.

In 1974, Kettle Moraine Boys' School became Kettle Moraine Correctional Institution, an adult Correctional facility for males. I continued to supervise the vocational department and shops were upgraded. I was loaned to Badger State Industries to develop, start up and monitor an industries operation that was of a printing nature. I spent approximately one-half of my time in this operation and one-half of my time teaching and supervising vocational courses for the next five years.

In 1979, I was promoted to Education Director at Kettle Moraine Correctional Institution and, in 1986, I accepted the position at OSCI.

In 1983 and 1986, I assisted in the vocational education planning for OSCI and Menomonie Valley Correctional Institution. I did some program planning for Columbia Correctional Institution. This amounts to approximately 22 years of experience in Corrections.

In reality, the most important topic I would like to discuss is teachers. Specifically, teachers teaching in a Correctional environment. I say this is important because they provide a nucleus of any successful vocational education program, any adult basic education program, any high school equivalency diploma program and any exceptional educational need program. Competent, caring, dedicated teachers provide the fuel necessary. I sometimes wonder how my staff, both Division of Corrections staff and staff members I contract through Fox Valley Technical College, continue to be excited; continue to care; continue to spend more time than is required; continue to tolerate frustration; and, yet continue to attempt to meet every student's needs. This happens day after day, week after week, month

after month, year after year. There is no ten-week summer vacation; no one-week spring break; no two-week Christmas break.

These teachers see the educational needs in each and every student; both the cooperative ones and uncooperative ones. Most inmates have failed miserably, both academically and behaviorally, in virtually every prior educational experience. These teachers working in Corrections don't see those failures. They see the challenges. They don't give up on the student until the student has absolutely given up on himself and given up on education.

I am fortunate. I don't have just any teaching staff. I have a teaching staff with a mission. Not only do they have a mission, they have ability to meet that mission. Teachers have to believe in themselves before they can teach others to believe in themselves. Believe me, we do believe in ourselves.

What are the teachers responsible for at OSCI? That has been covered by Catherine Zimmerman and mentioned in several other presentations. I would like to, at this point, present you with an outline of courses that are required in OSCI vocational programs. This is not cast in iron. This is a result of our last meeting with Fox Valley Technical College representatives, in terms of formulating curriculum for vocational programs. It can be subject to change. (A handout was distributed identifying courses of individual classes that compose the vocational programs). When we say, for example, we have a Food Service Program, there are many classes that compose the Food Service Program.

Our future programs, we hope, will include Optical Grinding. We are looking into offering a training program in Micro-Computer Applications Analyst. A program geared specifically for the handicapped student. Our institution is handicapped accessible. IBM, and many other computer companies, have hardware and software to help the handicapped learn computers. We hope to incorporate, in 1989, several mini-courses that will be taught by our vocational staff. Courses such as basic Food Preparation, Sanitation and Nutrition; Home or Rental Apartment Maintenance and Consumer Education. Those would be courses directed to inmates who are coming very close to being released or transferred from OSCI.

The additional programs, Optical Grinding and the mini-courses, lead me to the priority of education in Corrections. Although comments may have already been made regarding this point, I must explain my feelings as an education director versus my feelings as a Correctional administrator.

Obviously as an educator, I desire quality vocational programs. Quite frankly, based on a purist sort of thought process, I really don't care where the funds come from. We implement and provide programs. Other people, hopefully, provide and assist in finding funding for those programs. So, from a purist perspective, I really don't care where the funding comes from, as an Education Director, as long as we can meet the needs and provide quality programs I believe should be offered.

However, education directors in Corrections are not only in charge of education, they are also Correctional administrators with other responsibilities. I chair a Committee on Inmate Pay and Inmate Jobs throughout the institution. We work weekends. We are on call. We split responsibilities. As a Correctional administrator, obviously education is not a high priority. That has been pointed out on numerous occasions in prior testimony.

Fox Valley Technical College and every other vocational district in the State have as the number one priority, educating people in the districts for job readiness or retraining. That is number one. Education in Corrections is not number one. We have security, housing, food, clothing, maintenance, vehicle and transportation requirements. All of those things are mandated and have to come before education. See the difference? It does not mean that vocational education is any less important for our clients than it is for people on the outside attending vocational schools in their districts. It just means that we have a much more difficult time getting the money necessary to provide the programs.

The relationship between OSCI and Fox Valley Technical College. There have been many in Corrections over the years who have stated contracting with local technical schools will not work. We currently contract with Fox Valley Technical College for six positions. I believe OSCI currently has the most contracts regarding positions than any other Correctional institution in the State. There are people, out in the community, who work for Fox Valley Technical College and work in a prison environment. Many people, early on, thought that might not happen.

From my perspective, teachers, administrators and support staff of the two different agencies are giving each other mutual support. We are providing patience for each other when patience is required. We are solving problems together. Most of all, we not only believe in what we are doing but together we will succeed in what we are doing, one way or another. This does not mean OSCI and Fox Valley Technical College have not had problems, we have. Fortunately, none have been catastrophic. They are solvable; many have been solved and some are yet to be solved.

Funding is a touchy point. I understand it has been mentioned before regarding the current recommendations of change for inter-district tuition; status of inmates in terms of being considered residents of the vocational district the prison is located in, and so forth.

Currently, the approximate cost of our contracted programs with Fox Valley Technical College are covered by out-of-district tuition which covers approximately one-third of the cost. State aids cover another one-third and payment by the Division of Corrections directly to Fox Valley Technical College covers the balance of the cost.

We also have qualifying students applying for Pell Grants.

One of the concerns I have, and I think this Council can perhaps provide some guidance, is helping us to access funds. Fox Valley

Technical College and OSCI present justifiable programs and requests necessary to meet the needs of our clients and meet Fox Valley Technical College's standards in terms of curriculum and programming. I don't think we should have a problem accessing funds. There are setaside monies for Corrections. We need assistance in getting that money and getting the procedural things cleared up ahead of time. I don't ask for the money, nor would Fox Valley Technical College ask for the money, if we didn't believe it justifiable. Nor do we ask not to be held accountable. Corrections, as a whole, is asking to be held accountable. For the most part, we are tired of being considered second class educators. That has changed drastically over the last six years.

There is a need to educate persons regarding Correctional education and its potential. It is a well known premise that if you tell a child he is bad, that child will lose self esteem; fall in self actualization; and, perhaps actually turn bad. In contrast, if you continue to tell a child he is great; he builds up self esteem; self confidence; and, generates achievement. In the past, Correctional education has been viewed as that bad child. Sometimes justifiably merely because the program is located in prison. If society and our professional peers continue to make judgements and decisions about Correctional education based on perceptions versus facts, we will need to educate them. People rarely have the interest, or desire, to learn about the criminal justice systems, or prisons, or what goes on in prisons.

We, in Corrections, know we are good children. We have the potential to accomplish much inside the walls of prison. It is sometimes more difficult to teach those <u>outside</u> about what we are doing <u>inside</u>.

Today, for the most part, you have started your education. There have been intelligent questions. I think maybe for the first time in your experience, you have a greater understanding regarding what Correctional education is and the problems we face.

In conclusion, there is not enough money, yet we have managed to develop and implement good solid programs and they will get better. OSCI and Fox Valley Technical College have a good working relationship. Consideration for support positions would eliminate a huge majority of procedural problems that currently exist. By that I mean, there are disciplines in Corrections that are short of staff. We need a part-time program assistant. We have a half-time guidance counselor, which I would like to see as a full-time position. In spite of the low priority of Correctional education and the priorities of a prison, we will present with Fox Valley Technical College, a strong justifiable request to access funds to add educational programs and to meet this current facility design and our many needs.

The Division of Corrections instructors, Fox Valley Technical College instructors and corresponding administrators are committed to succeeding in terms of cooperative vocational education programs offered at OSCI.

Q. You probably encounter many of the same kinds of problems public

secondary schools encounter, for example, with young people who don't know what they want to do with their lives and you probably have limited options for them compared to the offerings of educational institutions?

A. Yes, to a degree. Resources are limited at OSCI. When an inmate is assessed and a need is identified, there is the whole Division of Corrections from which to choose the appropriate program. OSCI does not have the only programs in the Division of Corrections. There are other institutions with other programs. If we, or the inmate, knows the direction he wants to take, we do our best to direct him to the institution that would come the closest to providing that particular program.

Q. If a goal of a particular inmate would require liberal arts higher education are you prepared to offer that on some basis?

A. No, not at OSCI. Kettle Moraine Correctional Institution offers a two-year associate degree program out of the UW-Madison.

Q. Opportunities are available for different programs at different institutions but with only one female Correctional institution, how does that affect the inmates at Taycheedah?

A. Female inmates do not have the same choices the male inmates have for programs. The imbalance in the number of male versus female inmates does not necessarily justify that. When you have 220 inmates it has to be cost effective for both the vocational school and the Division of Corrections. When only four or five inmates are interested in a program, it presents a problem.

Francis Feltman, Instructor
OSCI
Oshkosh, Wisconsin

I have been a teacher for seventeen and one-half years: 10 years for the State; six and one-half years with Fox Lake Correctional Institution; three years in the Care and Treatment Facility, Wisconsin Resource Center (Winnebago Correctional Center for emotionally and mentally disturbed inmates); and, recently one and one-half years at OSCI.

The Adult Basic Education program at OSCI is similar to the Goal Oriented Adult Learning program found in the VTAE system. OSCI uses many of the same materials. The men's test scores are used when entering the Correctional system to place them in the appropriate program. OSCI tries to place individuals up to the eighth grade level. We work on basic educational needs, remediating math and reading so the inmate can get into a vocational program. Tests are used as a progress guide and become part of the permanent record of the inmate.

OSCI determines pre-general education diploma skills in five content areas: Reading, writing, social studies, science and math and also reviews and remediates for program needs in the vocational areas.

When a man completes the high school equivalency diploma program, or has a high school diploma, and does not want to go into a vocational area, he is allowed in the Adult Basic Education Lab to work, for example, on consumer education, occupational knowledge, health, interpersonal relationships, government and law (which is similar to the Division of Corrections program efforts of the 1980's).

OSCI has a PALS (IBM) Lab and works closely with IBM in this effort. People selected for the PALS Lab have a reading level between 3.0 and 6.0. The Lab includes auditory listening skills, phonetic decoding, spelling, sentence and story building, typing and computer keyboard skills, basic computer literacy, etc. It is a 20-week program. Upon completion, the student should have developed a resume, answered a self-disclosing questionnaire, typed 20 words per minute, minimum, and have basic computer literacy knowledge.

The Adult Basic Education and the General Education Diploma are individualized instructional programs. In the programs, skill weaknesses of the participants are identified. The student is not overly burdened. OSCI works specifically in the five content areas. If there is any particular problem in understanding a program, the work is supplanted with related reading materials.

The Exceptional Education Needs program (P.L. 94-142, SS 115) requires handicapped people under 22 years of age be served. Handicapped individuals are mainstreamed into the regular academic/vocational areas with support services from Special Education to both the Exceptional Education Needs student and staff. The program safeguards the student, program and staff person.

OSCI procedures are different than those in public schools and also differ from other institutions. OSCI uses regular unit psychologists for pre-screening. The process is lengthy and has guidelines for servicing and programming including: 1) screening, 2) referral, 3) consent to maintain records, 4) rights, 5) testing, 6) multi-disciplinary team meeting (M-teaming), 7) Individual Educational Plan, 8) placement. A diagnosis of "suspect need" must be used to provide and place a student. The diagnosis involves the following areas: Mental Retardation, Learning Disabilities, Emotional Disabilities, Speech and Language, Hearing Impaired, Visual or Physical Handicap. Some areas require additional services besides educational services.

Five programs are offered in vocational and related areas: Food Service Training, Retail Sales/Marketing, Horticulture, Weatherization and Micro-computer Applications Analyst. We provide vocational/technical course credit classes, part of the local VTAE district, in 1) Human Relations, 2) Communications, 3) Math, 4) Business Related, 5) Electives for various programs. The program standards are the same as those of the Fox Valley Technical College.

Other areas in addition to the vocational and academic learning include: 1) Library, 2) Law Library, 3) Recreation, 4) Arts & Crafts, 5) Computer Literacy.

Finally, I applaud the staff. Although some are hired by Contracted Services and some are General Purpose Revenue funded, it is a very cooperative effort. The academic staff and OSCI staff must maintain dual certifications. DPI certified and licensed in addition to VTAE certified and licensed. It is a great working relationship. The supervisors and teachers are dedicated to doing their best. OSCI has an excellent staff.

Loras Kotinek, Instructor
Food Services
Fox Valley Technical College
Oshkosh, Wisconsin

I have been a teacher since 1962; taught at Neenah for ten years; ran my own school for delinquent individuals; and, have been here since OSCI opened. I graduated from Fox Valley Technical College; went back to the school recently and graduated, 1984, and came into the Food Service area. I was previously in Social Sciences.

It is important to my students that I am a Fox Valley Technical College teacher. My relationship in this particular situation allows me to teach easier. I am not looked upon as part of the system. Some students have a ne

It is important to understand that the Food Service program is a program. It is not a course. It is a Fox Valley Technical College program. It is exactly the same one that you would find at Fox Valley Technical College. Only, and this may surprise you, I think our students are better. They are better in the sense that they are more highly motivated. And, for most of the people I meet every day, I am their last chance. So if we can develop a relationship then we can move on together and accomplish something for them.

At any given time, I may teach five different classes. There are as many as 14 different courses in the program. It is important when funding. Look what two teachers can do! We don't have enough teachers but that is something else. Two teachers work very hard to accomplish what is accomplished considering the fact that we are the program.

Again, first, it is good that we are Fox Valley Technical College teachers. Some people dislike the system and this gives them the opportunity to like us. The relationship allows an opportunity to bring new ideas into the Corrections system.

Second, if our system works it is because it is a good competency-based program. Fox Valley Technical College's Food Service Program is one of the most outstanding in the country. The system works because good people are involved. Fundamentally there is respect for people. People have an opportunity. Today, inmates made your lunch. They were not our best students but they were the ones given the opportunity. They did an admirable job. We attempt to be positive. There is no better fundamental education principle than to accept the individuals and have them learn what they can learn. You cannot ask people to do things they cannot do but you can ask people

to do things they never thought they could do!

If the system breaks down it is generally due to screening. A person may get into the program but doesn't have the basic academic skills. This program is an intermediate program, not a lower level program. For example, with improper screening the individual may not be motivated but was attracted by the food.

Q. In the Food Service Program is there entrepreneurship orientation which would look at running a business rather than being an employee of a food establishment?

A. The Food Service Program is a one-year program; the most basic of courses taught at the Fox Valley Technical College, a two-year program. The one-year program simply teaches the basics. It is a prerequisite to continue the interest in the vocational system. We do not teach management courses.

Q. The student-prepared lunch was excellent including delivery, palatability and overall dining experience. Is the institution interested in contracting business banquets? It would be an interesting experience to have people see what can be done.

A. Thank you. I hope you sensed their pride.

Fred Jackson, Student
OSCI
Oshkosh, Wisconsin

My name is Fred Jackson. I am in ABE. ABE is Adult Basic Education and I am one of the students. We are taking classes such as Math, English and Reading Comprehension. It is very beneficial. It helps students, such as me, to raise our basic skills. It helps us get a General Education Diploma. We also have computers to help with Speed Reading, Math and other assignments.

Another class I am in is called PALS. It also exists on computers. It is a really good class that benefits all of us in the Adult Basic Education program. This consists of the computer using words and sounds that help our vocabularies and writing words and combining them together. Using computers benefits our typing ability by speed writing words. All of this benefits us to improve our basic skills to get a General Education Diploma and to be able to take many other programs such as Marketing, Weatherization and Horticulture.

I am trying to get my General Education Diploma. The program has benefited me by setting my goal to get it. The director and teachers are doing a good job in helping me to do these things and learn and get what I am hoping for and achieve. I thank them for giving me an opportunity to look forward to a future and to have these things.

Q. Do you see anything that needs to be improved?

A. I am really improving on my typing. They have a great system and program to help me achieve. Like using the computer, I

write words that usually I would never have the opportunity to do. In three weeks I have learned to speed write on the typewriter, 30 words per minute. That is pretty good for a beginner like me. That is remarkable and it makes me feel good about myself.

Jody Olson, Student
OSCI
Oshkosh, Wisconsin

I have dyslexia, which is a learning disability. I am working with Mr. Feltman to work out my problems; and to talk about them, and to figure out what's going on, and it's working. Talking helps me to see the problem a little more clearly and to figure things out. If it wasn't for the Exceptional Education Needs program, I wouldn't have made it this far in the Food Service Training vocational program. Mr. Feltman has helped me to reach inside myself, to do things I've never done before. He's helped me to gain the confidence to do things and to feel okay about them. Without this program, I'd probably still be feeling sorry for myself because I didn't want to do anything that could put me in the spotlight or things that put pressure on me. Back many years ago, I wanted to keep everything at a low profile so I could be unknown, but now things are beginning to completely turn around. I'm actually feeling like somebody today, and doing things I've never done before and willing to learn. I have a grasp on my life and making something out of myself.

In our talks between working on the Food Service Training material, we've talked about my past. I was a loner and had few friends. All I could do was cause trouble, and I did. I had trouble doing homework, trouble doing activities other kids consider normal, and trouble making friends. As the years went on, it got very boring being alone, so I got involved in drugs. Here, I found I could do something right. I started stealing from my parents, dropped out of school and eventually started going to treatment centers. I ended up at Norris Adolescent Center for behavioral problems. I stayed straight for a while, then I relapsed. I finally lost everything! I did crime and ended up here. But that wasn't so bad. I still have problems but at least I'm beginning to accept them and learn from them and, today, I'm facing them.

I've completed group counseling with Dr. David Rutter, Psychologist. I'm a full-time student in the Food Service Training Program, and I'm maintaining a B average. I've completed a 3-week Computer Literacy course and spend time now in the Lab. I have a better relationship with my parents today.

I use the Exceptional Education Needs program to take my tests and read and discuss the assigned material. Pretty soon the teacher will be as good a chef as I am, thanks to my help that I give him in the Food Service Training program. A little pun intended!

Larry Martin, Student
OSCI
Oshkosh, Wisconsin

I find the Exceptional Education Needs program to be one of the most valuable programs at OSCI. I have learning disabilities in Mathematics and in Language and Spelling. The Exceptional Education Needs program has helped me in those areas in a relatively short period of time because of the fact that the teachers for Exceptional Education Needs programs, here at OSCI, devote so much time to them. Without the devotion, the programs would not be working as well.

In respect to the education leading to the General Education Diploma or the vocational programs here, it works quite well. We obtain it slowly, one step at a time, breaking down the overall academic areas. After completion of the General Education Diploma or a vocational program here, a lot of men choose to stop. People, like myself, who choose to continue the education in different areas can do so with the help and guidance of Mr. Feltman and other teachers at OSCI. If the person is willing to work, he can help himself along to improve any of his problem areas.

I know from my own experience that anytime a person has a problem, the teacher can correct the problem. But it takes the individual to recognize and admit that the problem exists. The teachers here help to correct the problem and work out a program for you to overcome. In most cases, when a person gets his General Education Diploma or completes a vocational program the help stops. That is not the case here. Some of us, like myself, choose to continue our studies, and are able to do so with as much help and guidance as the teacher can give. The teachers themselves are very dedicated to this program. Without this, the program would not be functioning. The materials used in this program are good, and can only be improved with more money for additional books, computer related material, and visuals. In our case when we get our grants, sometimes there are books that we would like to keep for our own further use. I have purchased books on my own. But because of the cost, many of us can't afford to do this.

Some of the grants that are going through the institution, if the federal grants are approved, the funds that come from these grants are taken by the institution and implemented into the programs. In reality, the inmates are not getting any of the materials these grants were meant for. They are going into the institution and they are never seen again. I know there are other people that feel this way about this situation in the funding areas and materials. But it is a good program and it has helped me and many others excel in many areas. But it could use help in funding and materials.

Without the teachers, it won't work. Individuals also have to be willing to do this for themselves. Without the motivation from the instructors they will not do this. In order to get the motivation started, we need teachers that will sit down and talk to you and ask you what you feel you need. They will go through the tests and come up with a program that will help you overcome problems.

For me, the Exceptional Education Needs program is the light at the end of the tunnel, along with the vocational program that I'm involved in. This program is needed by some, desperately, in order to return to society prepared. This program works, and can be better with help from people like yourselves, who take time and try to help the program progress. We need strong educational programs.

Q. Do I understand you to say there are books, or other materials, that as a program participant you would like to keep but OSCI must recycle them for budgetary reasons?

A. Yes. It would help me, and other individuals, to retain the materials for future reference but because of State policies and funding, they retain the materials in order to pass them on to other individuals to stretch the budget.

Q. Could vocational schools help this situation with surplus materials?

A. Perhaps Pell Grants will enable inmates to purchase their books. Some of the programs, such as marketing, cost around $600 - $700. just for the books.

Q. Why are they so high?

A. There may be about 15 different textbooks and the average textbook price averages between $30 - $35. Also, curriculums change from year to year.

Q. Is there a designated time to study? Number of days or weeks before the books must be relinquished?

A. Textbooks are assigned. When the course is completed, the books are returned to the library. We retain the books throughout the program. When the program ends, the books are returned to the library. The only references we have are our notes, or possibly fliers, that have been copied.

Q. Could you use surplus materials from bookstores, vocational schools, universities, etc., where students turn in books for resale?

A. OSCI has book contracts in certain areas within the State that must be honored. By State law, OSCI must purchase books there unless a more reasonable price from another source can be documented. There would be a lot involved.

Q. Do you have your testimony on the Weatherization program?

A. Yes.

I have been involved with the Weatherization program even before the program began. I was assigned as a worker to build the moc-up buildings the class works on throughout the program. The Weatherization program is still in its formative stages. The

curriculum is very well written and the program is moving along quite smoothly.

I must note the fact that the program would not be as effective if it were not for the instructor Ken Couillard whose 32 years of experience in the construction trades is, without a doubt, vital to the program. This self-paced program would not be what it is without some verbal instruction. Textbook instruction cannot be compared to "hands on" experience.

The Weatherization course has just passed its sixth month period, halfway through the one-year program, and the only problems that are evident are the limited space for storing and limited materials. I have purchased a few textbooks for the Weatherization course; Modern Carpentry and Modern Masonry. They are expensive books. The institution, with its policies, has implemented a grant form for everyone to fill out. When we began the course, they asked us if we wanted to apply for a grant and I did. From my understanding, if the grant is approved, and the money is sent, the institution will take the money and put it into the course to cover tuition for possibly two students. Again, the inmates do not see any of these materials retained. The materials are kept within the institution. I do realize these materials are expensive, but there must be some way that a student could have at least one copy of the text for that course and have it for reference in the future. It is an excellent course. The only problem is the funding for materials.

Another valuable part of this course is the related courses which are: Human Relations, Small Business Management, Communications, and related Math. These courses are as valuable as the Weatherization course and are also moving along very well.

Loyd Deal, Student
OSCI
Oshkosh, Wisconsin

I have been with the Food Service program for about a year. It is a program adjacent to the Fox Valley Technical College program in Appleton. Like most college courses, the tests are hard but the material is good. The kitchen is set up and adequate for the course, just like a regular restaurant. We get credit for all of the tests we do. Everything is at hand. Now I have a Communications class going as well as Typing and Math. Everything is going smoothly. I enjoy it.

I have been a cook for about 15 years. There is a lot in the course that I have learned that never hit the surface before on the street. It is ideal for a person who wants to continue in the Food Service field. The teaching is excellent. It is hands on and one-on-one, with a few group sessions.

I am satisfied and I plan to continue and get my Associate Degree in it. I took a good step forward in this program. I can't complain -- unless it is to work on public speaking!

Don Sickler, Student
OSCI
Oshkosh, Wisconsin

I don't know what you people are looking for other than in some way to better the school system. I got in this because I didn't care about school.

I came into Dodge (OSCI), and they give you a test. You can close your eyes, put down a bunch of dots on it, and the next thing you know, you have a 4.2 grade level. So they sign you up for Adult Basic Education and you get there and find out you are a lot smarter than what you realized. So you go through that program and you get to the General Education Diploma program.

I have some college background. But I don't have a high school education. The first question you ask is, how do you get college schooling without having a high school diploma? You lie. If you pass the tests and have the money, a college will let you in.

Adult Basic Education has really helped. I don't have a long stay in the system, but one of my goals is to get my General Education Diploma. They say older people cannot learn as much as young. I have news for you. I can retain more now than I did at 18 years of age in high school. I am not distracted with a lot of garbage that was going on and peer pressures when I was a kid. Now it seems that it is more important to me to get something that I can further myself with when I am released back into society.

The only complaint that I have with the system here is that a lot of the people are put into the program because there is no other place to put them. The teachers are overworked. They have a lot of people they have to handle that don't care whether they get an education or not. It is hard to separate a class into "the ones that want to work" and "the ones that don't want to work." The book situation in the particular class that I am in, you have to fight to get the books that you want because there are so many students in certain classes. It goes back to the fact that it costs so much to have the books brought in. It isn't fair to the teachers and inmates who want to learn.

I can truly say I have learned a lot. I enjoy the teachers. They are good and patient. They have an understanding that most people on the street wouldn't even comprehend where to start in educating someone who has had a history of crime or behavior of crime.

There is one other program that would be nice if it could be implemented here. Have a program set up so when young inmates, who have their General Education Diploma, will know how to go out on the street and get a job. Job Skills. I know a few people who have been able to get their High School Equivalency Diploma here, but other than that, they have no means of walking out on the street; they are not taught anything about how to get a job, how to prepare for a job, how to associate and interact with people with whom they wish to work.

I am 42 years old. I am lucky. I am a person that can walk into a

situation and fit into it. There are a lot of people that can't do that. They need encouragement and individual guidance. They need to know what will help them get a job and help them to stay out of prison. The teachers are trying but their hands are tied.

Q. Who places the students into the programs against their wishes? The students that do not care to be in the program, do they cooperate?

A. As far as I know, when an inmate enters the system, they are evaluated. They have to take a test. If you have a low grade average, they assign you to Adult Basic Education. They want you to get an education. That comes from day one. Some inmates just don't give a damn. They don't have high self-esteem. They've been busted; put down; put themselves down; they don't feel good about themselves. All of a sudden, here is someone else telling them you have got to do this and you have got to do that. OSCI is set up so if you want the opportunity to learn and be productive, it is here. But you have to ask for it.

When you come in to Dodge Correctional Institution, you don't ask for anything, they give it to you. But when you get here, you don't have to come to school. But there are a lot of people that come to school because you get paid 28 cents an hour for sitting there for four hours a day compared to 17 cents an hour for being in Institutional Needs. That is why they are sitting in there. I hate to say it but that is a fact. Instead of sitting back there in a room watching TV for eight hours a day you could be sitting in school, associating with friends and making 28 cents an hour. The money isn't that much of it. But it is a way the inmates see as how to get by. The ones that are in the class, and do that, have a bearing on the people who do want to work.

Q. You talk about going out into the market place and some of the people not being well prepared, even if they have a General Education Diploma or whatever courses they have been through. Are you talking more from a standpoint that they lack a specific job skill when they go to a place or that they lack the basic street sense to go out and know how to fill out a job application, how to conduct themselves in an employment interview, where to look for that employment, those type of needs versus the actual technical skills?

A. They can get the technical skills here and they can get the skills to learn how to fill out a job application. But if somebody from an institution walks up and he is looking for a job and says (to a possible employer) "hey man, you got a job for me?" He is not going to get it. They need to be taught how to present themselves, how to sell themselves as productive persons in society. That means to show that you have been rehabilitated to a point that shows that you can conduct yourself in a manner that you can interact with other people without offending them or acting like a hood or punk or whatever you want to call it. It is etiquette. Know when to do certain

things. There are a lot of young kids, under the age of 20 years, at OSCI.

Q. Do you think there are others like you who feel there is a need to have something like this available?

A. I think if people were willing to be honest with themselves, I would say yes. You can be real street wise, a hustler, and get what you want. But the people you are hustling are people of the same caliber that you are in essence. If you are a good con person, you can con rich even though you are poor. But if you are being honest with yourself, you want to go out there and present yourself in a way that is open and honest with an employer so he can look you in the eye and say "yes, I want to hire this man. I feel he can do a good job for me." But if the person does not learn the skills to talk with people and do that, he is going to fail. If he fails, where is he going to end up? Back here or some place worse.

Edward Kay, Student
OSCI
Oshkosh, Wisconsin

Usually I don't get behind a podium, but I am doing this because I am enthusiastic about Horticulture. For me, it has got to be one of the best programs. I never had a garden. I never had house plants, other than cutting grass, I never knew anything about plants. Within a few weeks in the program, I realized I had been walking around blind. There is so much I took for granted. The placement of trees, sidewalks, there is a whole science behind it. I was fascinated. Then I learned there was a whole industry and there was quite a bit of money to be made.

I became interested. We covered a lot of ground. A lot of ground! Basic botany, plant identification, characteristics, landscaping design and techniques, house plants, interior-scaping, greenhouse growing, garden design, soils, soil conservation, fertilizing, pesticides, equipment, safety, everything. We touched on a lot of them and went in-depth in some of them. In a years time, it is not enough to even broach half of it. It is a lifetime of study. I learned the difference between a shovel and a spade. A handful of soil was no longer just dirt. It woke me up a lot about the environment.

In the program, we had the opportunity to grow, from seed, poinsettias and other house plants for market. We dug, planted and cared for a vegetable garden. I have a personal flower garden outside my window. We help maintain the grounds at OSCI. We made Christmas wreaths. There is so much to it.

Because of circumstances at OSCI, we can't have field trips, so we watch a lot of slides, a lot of slides! A lot of trees!

Because I was a member of the first class here, I watched a totally empty greenhouse, that had a few crummy cactuses and a coleus plant,

transform into a veritable jungle. The one coleus plant made coleus plants all over the institution. We had them outside, inside, we had so many we didn't know what to do with them. They all started with one plant, which is amazing.

In the summer, when we have most of our plants in here, the humidity and light and all of the healthy growing plants within the greenhouse is a lesson I will never forget. I couldn't live without some type of house plant. I have to have a garden. My yard is always going to look nice.

As far as vocational training -- I got into the program because I was curious. It turned all the way around to where it did become a vocation. I am still studying and still learning. This is going to be my occupation. As far as preparation for a job in Horticulture, there is so much that I have no doubt that I could get a job in Horticulture somewhere in the industry in landscaping, flower shops or even selling cut flowers on a street corner!

The only problem that I see, is after you are finished with the program, there isn't anything else. Now for the next year or two years until I am released, I am not going to have any real interaction with plants or talk about textbooks or plant identification. It is hard to recognize a lot of trees and a lot of plants that you see on slides and that you don't actually see. The instructor did get a shipload of specimen plants later in the fall for the next class. They are going to have a little arboretum here, so people can see them.

I was in the first class, when things were just starting up. Rather than looking at that negatively, I look at it positively. I learned how to set up a greenhouse and find out how the things work and where we get the supplies. I am just really enthusiastic about Horticulture. We can't get the textbooks, but I bought some on my own about organic gardening, and subscriptions. The field keeps opening up. I keep seeing new possibilities. I walk around and tell everyone about it. It is a very good plus as far as prison, as far as classes and programs taught in prison it is extensive. I come from Milwaukee, and that doesn't necessarily mean I didn't have contact with plants. I have learned a lot. It has really made a difference.

Q. You have completed the Horticulture program but you still have time that must be served in OSCI. The question is, how do you continue your training?

A. My instructor jokingly said he would give me the semester test to see how much I retained. Due to the environment, there is not much that can be done. There aren't many big trees here! I must use available textbooks and slides to keep up but, in just four months, I have forgotten a lot.

Timothy Ingram, Student
OSCI
Oshkosh, Wisconsin

I am here this afternoon to speak about my experiences associated with the Marketing program that is offered through Fox Valley Technical College.

The program includes course work such as advertising, sales, business management and consumer business. I believe that the Department of Health and Social Services should be aware of the importance of these types of programs. I think they should expand these programs so, like the person that was up here before (Edward Kay), has something to do after he finishes the program.

The program has provided me the opportunity to move positively in my rehabilitation program to increase my understanding of the American business system.

My outlook and attitudes on life, since being in this course, have changed so greatly. I think people that knew me when I was in Green Bay could say the same thing. I believe this can play a very big role in the rehabilitation process to enter society again.

I realize I have a lot of obstacles to get over, and so do others in prison, but we have to take advantage of everything and all of the help that we can get to deal with all of the problems that we have in this situation. Inmates that were structurally unemployed before they came to prison now have a chance to improve their skills and education. That is why I feel it is so important to have these types of programs in the Wisconsin Correctional system. I believe there will be a better future for all who take advantage of the programs.

Q. What is the length of your Marketing program?

A. It is a year-long course for an associate degree.

Q. You indicated that you see a need for continuation courses?

A. Yes. Fox Valley Technical College offers another program after you take this part of the program. You can go further on into Business Administration.

Q. That is not currently available to you?

A. No and I am not going to pursue that. This has helped me gain the confidence I need to achieve my goal to go to UW-Madison. It has helped me a lot.

Like Don Sickler said, there are many people under the age of 21 and in prison mostly because they didn't have any skills to get a job and they didn't think school was "cool," so they didn't want to go to school. This course helps them realize that education will help them stay out of places like this.

Q. In your program did you get any information on job applications?

A. Yes. They even told us how to read the stock market; entrepreneurship; joint ventures and corporations! They tell us about, just about, every aspect of business you could think of. They are very good teachers.

David Walker, Student
OSCI
Oshkosh, Wisconsin

I am here to talk about the Micro-Computers Applications Analyst Program. It is a program conducted by Fox Valley Technical College in Oshkosh. The instructor is a faculty member at Oshkosh. It is a one-year program. We just completed our first six-month segment. We have just begun the second segment.

Like many of the other inmates, I find the program to be very interesting. I am fascinated by computers. I had some computer experience on the street. I hope to use the experience I get here to upgrade my skills and learn, as I have, new skills relating to computers.

The computer program, in addition to teaching the Applications Analyst curriculum that Fox Valley Technical College offers, also operates a computer lab that is open to all inmates. The prime interest that most inmates have in computers has to do with computer games. But the computers are also available to those of us who want to learn computer language or operating systems or other aspects of the computer environment.

The strong points of the program are that it is an academically oriented program. It is not remedial in any way. It does give a person basic rounding in computer skills. It makes them computer-literate. In fact, a person can be very computer-literate when he leaves here. My main concern is ensuring that I have the skills to be employable in the computer field when I leave. I think by supplementing that with other courses of instruction, I will be more than employable when I enter the community again.

Weak points of the program, since it is a new program, are that we lack a lot of program documentation, software and textbooks that we should have in the computer lab, that we don't have. I think that will be solved as time goes on. Like I said, we just finished the first six months, so a lot of those problems will take care of themselves as the program evolves with time.

Q. How technical do you get in the Computer Applications Analyst program? Do you get into assembler program language?

A. The program basically touches the wide field of computers. We get a taste of a variety of computer languages. We learn, basically, about our operating system but others are shown to demonstrate that they exist.

It is not in-depth education. They are not making programmers out of us. It is more to teach us basic skills and acquainting us with a wide variety of computers in the field. That is why I am supplementing it with courses from the UW and the University of California (UC), Berkley.

Q. Do you have access to other correspondence courses if you want to take them?

A. I was lucky. There is one scholarship available to the institution each year for any class you want to take. It is from the UW-Madison Extension. I was lucky enough to get it this year. That paid for that class. That was the only class available through the institution. I have contacted UC-Berkley, and they have a number of other computer classes available. I will have to pay for those.

If I had to pick a weak area in the program that is what I would pick. There are not a lot of areas a person can broaden computer experiences, here, unless paid for personally. It would be nice if the institution had a number of scholarships. I am not saying more than a half dozen at most, for some who want to take some classes from the UW-Madison or whatever school they can find the classes. There are others out there, those are just the two I have chosen since I am from California I gravitated in that direction.

The Micro-Computers Applications Analyst program gives you an introduction into the field. If you know anything about computers, you know it can get very involved. In a one-year program in an institution like this, you can't get into that. But it gives you a good base.

Q. (Directed to Edward Kay, Horticulture Student). Would scholarships help in furthering your horticulture studies?

A. Yes. I contacted Ohio and there is a wide range of courses offered through the mail. I found this out by writing to different suppliers, product catalogs and subscriptions to horticulture magazines. Education can continue. I have boxes full of information for independent study.

Ray Gielow

I do want to raise one thing. It is the point, I hope I brought home, in terms of providing people such as yourselves; other members of society, and, particularly those in education, with a working knowledge or at least a basic understanding of Correctional education. We presented and you have asked questions.

I would like to ask how many of you have visited a prison prior to today? About 40%? How many of you believed you had adequate information about Correctional education? None. That proves the point. We are judged by a variety of disciplines and the media. In many cases, we are judged on a lack of information by people making those judgements.

Legislators make it occasionally but not on a regular basis. We must provide people with an understanding of what we are trying to do and we have the resources available to do it. We have the staff, we have inmates who are in need of this type of education, not just vocational education, but also the other programs. As I said before, in terms of my role and in terms of being a purist about it, I don't care where the money comes from. But give me the money so we can do what we have to do. That is the bottom line.

There are many Correctional institutions in Wisconsin. Not all of them have the equipment we have -- and we need more. Yet, we are fortunate even with a minimum budget line, we can provide new equipment.

For your information, Kettle Moraine Correctional Institution was a boys' school opened in 1962; previous to that the Wales school, opened in 1960 and still in esistence, and the other school was in Waukesha. That school was closed when Kettle Moraine Boys' School opened. All of the equipment in the Waukesha institution, in existence prior to the 1900's, was transferred to the new facility. Fortunately, OSCI didn't have to do that. This simply is an illustration of how we, in Corrections, exist.

Fox Valley Technical College and OSCI will be working closely together in the coming months to gain access to, perhaps, some of the money that you can help channel in our direction. I would encourage you to make more frequent stops in other institutions to assess equipment and programs, etc. It is a viable area in need of support.

George Atkinson

Thank you to all of the participants today. A special thanks to the OSCI and Division of Corrections staff who worked with the Council's staff to make this hearing possible.

Adjourned at 4:00 P.M.

WISCONSIN CORRECTIONAL FACILITIES

ADULT

Columbia Correctional Institution
Portage, Wisconsin

Dodge Correctional Institution
Waupun, Wisconsin

Fox Lake Correctional Institution
Fox Lake, Wisconsin

Green Bay Correctional Institution
Green Bay, Wisconsin

Kettle Moraine Correctional Institution
Plymouth, Wisconsin

Oakhill Correctional Institution
Oregon, Wisconsin

Oshkosh Correctional Institution
Oshkosh, Wisconsin

Racine Correctional Institution
Sturtevant, Wisconsin

Taycheedah Correctional Institution
Taycheedah, Wisconsin

Waupun Correctional Institution
Waupun, Wisconsin

Wisconsin Correctional Center System
Oregon, Wisconsin

JUVENILE

Ethan Allen School
Wales, Wisconsin

Lincoln Hills School
Irma, Wisconsin

CENTERS

Abode Correctional Center
Milwaukee, Wisconsin

Black River Correctional Center
Black River Falls, Wisconsin

Drug Abuse Correctional Center
Winnebago, Wisconsin

Flambeau Correctional Center
Hawkins, Wisconsin

Gordon Correctional Center
Gordon, Wisconsin

Marshall E. Sherrer Cor. Center
Milwaukee, Wisconsin

McNaughton Correctional Center
Lake Tomahawk, Wisconsin

Minimum Security Bunkhouse
Waupun, Wisconsin

Oregon Correctional Center
Oregon, Wisconsin

St. Croix Correctional Center
New Richmond, Wisconsin

St. John's Correctional Center
Milwaukee, Wisconsin

Sanger B. Powers Cor. Center
Oneida, Wisconsin

Thompson Correctional Center
Deerfield, Wisconsin

Winnebago Correctional Center
Winnebago, Wisconsin

Women's Correctional Center
Milwaukee, Wisconsin

FARM OPERATIONS

Fox Lake Farm, Fox Lake, WI

Oneida Farm, Oneida, WI

Oregon Farm, Oregon, WI

Waupun Farm, Waupun, WI

Winnebago Farm, Winnebago, WI

W/COVE AUTHORIZATION

Public Law 98-524 (98th Congress) amended "the Vocational Education Act of 1963 to strengthen and expand the economic base of the Nation, develop human resources, reduce structural unemployment, increase productivity, and strengthen the Nation's defense capabilities by assisting the States to expand, improve, and update high-quality programs of vocational-technical education, and for other purposes."

Specifically for the State Council On Vocational Education, the law states:

P.L. 98-524

"Sec. 112. (a) Each State which desires to participate in vocational education programs authorized by this Act for any fiscal year shall establish a State council, which shall be appointed by the Governor or, in the case of States in which the members of the State board of education are elected (including election by the State legislature), and shall be broadly representative of citizens and groups within the State having an interest in vocational education. Each State council shall consist of--

"(1) seven individuals who are representative of the private sector in the state who shall constitute a majority of the membership--

"(A) five of whom shall be representative of business, industry, and agriculture including--

"(i) one member who is representative of small business concerns; and

"(ii) one member who is a private sector member of the State job training coordinating council (established pursuant to section 122 of the Job Training Partnership Act), and

"(B) two of whom shall be representatives of labor organizations;

"(2) six individuals who are representative of secondary and postsecondary vocational institutions (equitably distributed among such institutions), career guidance and counseling organizations within the State, individuals who have special knowledge and qualifications with respect to the special educational and career development needs of special populations (including women, the disadvantaged, the handicapped, individuals with limited English proficiency, and minorities) and of whom one member shall be representative of special education.

In selecting individuals under subsection (a) to serve on the State council, due consideration shall be given to the appointment of individuals who serve on a private industry council under the Job Training Partnership Act, or on State councils established under other related Federal Acts.

"(b) The State shall certify the establishment and membership of the State council at least 90 days prior to the beginning of each planning period described in section 113(a)(1).

"(c) Each State council shall meet as soon as practical after certification (see page for 1988-90 certification) has been accepted by the Secretary and shall select from among its membership a chairperson who shall be representative of the private sector. The time, place, and manner of meeting, as well as council operating procedures and staffing, shall be as provided by the rules of the State council, except that such rules must provide for not less than one public meeting each year at which the public is given an opportunity to express views concerning the vocational education program of the State.

"(d) Each State council shall--

"(1) meet with the State board or its representatives during the planning year to advise on the development of the State plan;

"(2) advise the State board and make reports to the Governor, the business community, and general public of the State, concerning--

"(A) policies the State should pursue to strengthen vocational education (with particular attention to programs for the handicapped); and

"(B) initiatives and methods the private sector could undertake to assist in the modernization of vocational education programs;

"(3) analyze and report on the distribution of spending for vocational education in the State and on the availability of vocational education activities and services within the State;

"(4) furnish consultation to the State board on the establishment of evaluation criteria for vocational education programs within the State;

"(5) submit recommendations to the State board on the conduct of vocational education programs conducted in the State which emphasize the use of business concerns and labor organizations;

"(6) assess the distribution of financial assistance furnished under this Act, particularly with the analysis of the distribution of financial assistance between secondary vocational education programs and postsecondary vocational education programs;

"(7) recommend procedures to the State board to ensure and enhance the participation of the public in the provision of vocational education at the local level within the State, particularly the participation of local employers and local labor organizations;

"(8) report to the State board on the extent to which the individuals described in section 201(b) are provided with equal access to quality vocational education programs; and

"(9)(A) evaluate at least once every two years (i) the vocational education program delivery systems assisted under this Act, in terms of their adequacy and effectiveness in achieving the purposes of each of the two Acts and (ii) make recommendations to the State board on the adequacy and effectiveness of the coordination that takes place between vocational education and the Job Training Partnership Act and

(B) advise the Governor, the State board, the State job training coordinating council, the Secretary, and the Secretary of Labor of these findings and recommendations.

"(e) Each State council is authorized to obtain the services of such professional, technical, and clerical, personnel as may be necessary to enable it to carry out its functions under this Act and to contract for such services as may be necessary to enable the Council to carry out its evaluation functions, independent of programmatic and administrative control by other State boards, agencies, and individuals.

"(f)(1)(A) From the amounts appropriated pursuant to section 3(c) the Secretary shall make grants to State councils from amounts allotted to State councils in accordance with the method for allotment contained in section 101(a)(2), without regard to paragraph (3), except that no State council shall be allotted less than $120,000 nor more than $225,000 for each fiscal year.

"(B) For the purpose of subparagraph (A), the term 'State' shall not include the Virgin Islands, Guam, American Samoa, the Northern Mariana Islands, and the Trust Territory of the Pacific Islands.

"(2) The expenditure of the funds paid pursuant to this subsection is to be determined solely by the State council for carrying out its functions under this Act, and may not be diverted or reprogramed for any other purpose by any State board, agency, or individual. Each State council shall designate an appropriate State agency or other public agency, eligible to receive funds under this Act, to act as its fiscal agent for purposes of disbursement, accounting, and auditing."

WISCONSIN COUNCIL ON VOCATIONAL EDUCATION

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Agriculture

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